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Report of an Inquiry

AS TO

Works Committees

MADE BY BRITISH MINISTER
OF LABOUR



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PREFACE

Owing to the great changes in industry which the war has produced, particularly in engineering, the need for closer relations between employer and workmen has become increasingly felt. The old trade union machinery has often been overburdened and has not always sufficed to deal with the innumerable questions arising from day to day in the shops. These conditions have encouraged the growth of Works Committees as a means of direct and constant communication between employer and workmen, and as the formation of such Committees in industries where the conditions require or favour them has been recommended by the Whitley Committee as part of the industrial organisation of the future, it was thought that it would be useful to collect particulars of existing Works Committees and to publish them for the information of those who might be interested in the matter.

The following report is based on an enquiry made by members of the Department as to the constitution and working of Works Committees in a number of different industries, including Engineering, Shipbuilding, Iron and Steel, Boot and Shoe, Mining, Printing, Woollen and Worsted, Pottery, and Furniture. The enquiry did not aim at being exhaustive, but an attempt was made to examine carefully typical committees in the chief industries where they were known to exist, with a view to bringing out the different objects, functions, methods of procedure, and constitutions which have been tried in actual practice. The opinions of those interested in the Committees, on the side both of the management and of the workmen, have been sought, and the sincere thanks of the Department are due to Directors, Managers, Trade Union officials, Shop Stewards, and others for their courtesy and the trouble they have taken to help the enquiry at a time when all were burdened by the extra duties imposed on them by the war. Our special thanks are also due to the Ministry of Munitions of War and the Admiralty Shipyard Labour Department, and to those individuals, firms, Committees and Associations who have given permission for the publication of the particulars of Works Committees which appear in the Appendices.

No attempt has been made to draw any general conclusions or to sketch any ideal form of Works Committee. The object aimed at has

been to present the facts as accurately as possible, to point out the various difficulties which have been encountered and the various methods which have been devised to meet them. In this way it was hoped that this Report might be of some value as furnishing guidance and suggestions to those who are concerned with working out the problem of Works Committees for their own industry or their own establishment.

Since this volume was prepared, the Whitley Committee have issued their Third Report which deals with Works Committees and which recommends the collection of information regarding existing Works Committees. This Report is printed as Appendix VI.

D. J. SHACKLETON.

MINISTRY OF LABOUR.

March, 1918,

WORKS COMMITTEES

I.—INTRODUCTION.

The extent of the existence of Works Committees before the war is largely a matter of definition. Our estimate of their scope will vary according as we give the term a wide interpretation, or confine it to committees representative of all the workpeople in an establishment. Works Committees in this latter sense of the term existed before the war in various industries, and in some instances they had been in existence for many years. If the term is interpreted in a wide sense, and taken to include various kinds of committees, such as those representative of individual trades or departments, or those which have come into existence at particular times and for limited purposes, the number in existence before the war is greatly increased.* In certain industries, however, notably engineering, the conditions of war have produced such a change in both the form and function of workshop organisation that the discussion of the general idea of Works Committees may be said to have developed out of those conditions. Since, however, the Works Committee, on the whole, springs from the common methods of trade union organisation inside the workshop, as they existed long before the beginning of the war, some reference to these methods is necessary as an introduction to this report upon some of the committees which are now in operation.

Before this works organisation is considered, it may be noted that certain of the immediate causes which have led to the rise of works committees during the war—the methods of remuneration (piecework or profit-sharing† or bonus on output), welfare, collections for charity, and, to some extent, dilution also—were already operative in the formation of earlier Works Committees.

Works Committees before the War.

The majority of Trade Unions have official shop stewards, though these officials may be known by some other name—such as “shop delegates,” “works representatives,” “collectors,” “yard committee-men,” or, in one case at least, “works directors.” In certain cases also the name committee—Watch or Vigilant Committee—is attached to the body of shop stewards in an establishment. It may even be said that the Works Committee is older than trade unionism; the “chapel,”

* For an explanation of the various terms used for different forms of workshop organisation see under *Nomenclature*, p. 12.

† For some examples of committees in a variety of industries which in 1894 were concerned with schemes for Profit-Sharing or Co-operative Production see Report on Profit Sharing by Mr. D. F. Schloss (C-7458.)

for instance, (the ancient organisation of the workmen in each printing office), goes back much farther than the end of the 17th century.* Such shop clubs were not confined to any one industry. They were, however, quite different things from a works organisation formed of representatives of permanent Trade Unions, and would now be represented by a committee of workers, in a non-Union shop. To-day the duties of the "chapel," as laid down in the rules of various unions in the industry, include those discharged by shop stewards in many other trades. Apart from (1) functions obviously intended to sustain the fabric of the Trade Union—the collection of dues, the interrogation of defaulters and newcomers, and the like—the duties of shop stewards are stated in the rules of different Unions to include (2) the regular supply to the branch or district committee of information respecting any encroachment upon recognised Trade Union conditions, participation in deputations to the management in connection with grievances,† the calling of shop meetings of the members to discuss grievances, &c. The stewards are in one case held "responsible for the conduct of the shop according to rules." The actual degree of organization of the shop stewards varies among the Trade Unions. In some cases all the shop stewards of a Union in a district hold regular meetings once a month with the district committee of the Union. Certain Unions supply their shop stewards with official cards. In other cases, however, there is no regular machinery for consultation between the shop stewards and the Union officials, and no certificates of official recognition are supplied to the shop stewards. There is variety also in regard to the election and the deposition of shop stewards; some hold office for a definite period, while others may be deposed at any time. Most commonly the election is made in the department by the men of the Union, though there are cases in which appointment to the office is made by Trade Union branches.

(1) In regard to the first-mentioned duties of shop stewards—the collection of subscriptions and the examination of credentials of membership—two facts may be noted. The first is that such methods of organisation are not confined to workers whose daily work is done in a fixed establishment, but are also used on certain forms of more

* See the appendix to Joseph Moxon's "Mechanick Exercises" published in 1683. The appendix headed "Ancient Customs used in a Printing House" tells us that "Every Printing house is, by the Custom of Time out of mind, called a 'Chappel'."

† Participation in deputations to the management has naturally tended to the formation of committees. This may have happened when representatives of different trades joined together to present common grievances; the management may again have suggested the formation of a committee as an alternative to a number of sectional deputations. The appointment of deputations of workpeople to meet the management is, of course, not confined to trade unionist workmen; it has always been a feature of modern industry in both organised and unorganised establishments. In organised establishments, however, there has always been a tendency for the shop stewards to be represented on such deputations.

or less migratory work, such as building construction. The "ticket" steward commonly examines new men taken into employment on a building job. The second fact to be noted is that in certain industries, in a number of areas, a regular system of Works Committees, linked together in district organisations, had developed several years before the war for the purpose of the more efficient achievement of these objects.*

(2) But both in theory and in practice the work of shop stewards—or of committees of shop stewards—has generally extended beyond these functions. As an example of practice, the apparently unsuitable case of building work may first be taken. Committees—somewhat loosely organised it may be, but nevertheless committees, and so considered by those responsible for their formation—have been formed in the building trade; and the scope of these committees has embraced the second and wider class of duties mentioned above. It has for years been common in certain districts for the "ticket" stewards on a big building job to come together, and to elect a secretary, who in some cases (it may be noted) has been a representative of the labourers. Such a committee of stewards may make representations to, or be consulted by, the employer on questions such as the proper allocation of work in order that sufficient inside operations may be reserved for wet weather. Another question which such committees have been known to bring forward is that of extra payment in consequence of the inconvenient situation of some particular job. (This, perhaps, is strictly Trade Union business.) In demanding adequate provision for the heating of tea cans and for the enjoyment of meals such committees may be said to have anticipated in their own way the modern Welfare Committee. In many industries the same combination of shop stewards and the same practice of making united representations to the employer—a practice not necessarily "recognised"—have been attempted at different times and with varying degrees of success. In some cases in which such methods have been successfully applied in engineering and shipbuilding the initiative has come from the side of the management. It remains true, of course, that the shop steward system up to the present has been in the main only a trade system, and that the committees formed under it can be classed under Works Committees only if the term is given the wide scope mentioned at the beginning of this report. If the term is used in this wider sense, committees will be found to have existed for many years in a number of industries where piecework is in operation. Some of these are dealt with in a later paragraph.

Another of the functions of shop stewards—the calling of shop meetings—appears to form the basis of a system of Works Committees in certain industries, which include, at any rate in some districts, the

* For example, the Clyde Shipyards Joint Trades' Vigilant Committee, formed at the beginning of 1911. See p. 122.

furnishing trades. The shop meeting, for which the rules of most Trade Unions make provision, is a meeting of the members of a Union; but the term has another meaning which has gained currency during the war—viz., a meeting of all the trades in a works—and it is interesting to note that, in part, at least, of the furnishing industry, this has long been the recognised meaning. Here the meetings are regular (monthly), and the stewards, not necessarily drawn from all the trades, make their report about membership and the like. The shop stewards in a furnishing works may in this way form a Works Committee with a secretary. At the same time it would appear that for the settlement of piece prices certain Unions in the furnishing trades, such as that of the upholsterers, work through their own shop stewards.*

Committees for the arrangement of piece prices, which are found in a great variety of industries, are convenient examples of (a) trade or departmental organisation as contrasted with works organisation; and (b) the informal nature and composition of many committees. In regard to (a), the method of the upholsterers has already been mentioned. Usually there are only a small number of upholsterers in any one establishment; fifteen would mean a very considerable firm. In small establishments the shop steward or stewards of the Union usually carry through the negotiations for any new work not covered by the shop "log," or list of piece prices. If they are unsuccessful, the full-time Trade Union official comes into the bargaining operations. In one establishment, however, in which an exceptionally large number of upholsterers are employed in several departments or "floors," the Departmental or Trade Committee has been in existence for many years. This is composed of all the stewards—three elected from each of the "floors"—and from this committee again three head stewards are chosen. For the particular work of any floor the appropriate stewards undertake the preliminary negotiations; but if these are unsuccessful, the question in dispute will come before the committee, and be dealt with by the head stewards in consultation with the management before it is—probably with the assent of a shop meeting—given into the hands of the Trade Union official. The pottery industry supplies examples of both (a) and (b). Pricing Committees are found in most sections of the trade; and there may be several committees in a single factory. In the sanitary trade a standing committee is usual. In many factories,

* The position in the furnishing trade is somewhat indefinite. Some years ago there would appear to have been Joint Committees of employers and employees in several districts, but these have disappeared. An example will be found in the Eleventh Report of Proceedings under the Conciliation Act, p. 161. A system of Departmental Committees for the fixing of rates for sub-normal workers is still in operation in certain districts, and was more common until quite recently, when piecework was abolished in some areas. In a few establishments these committees appear to have been Works and not Departmental Committees. These committees are *ad hoc* bodies, called into being for a particular purpose by the shop steward (or stewards) who form the element of continuity.

however, the method employed is for the operative concerned to call in two or three mates to assist him in arranging the price of a new job. The men called in need not be the same on each occasion. The existence of several committees in one factory may be exemplified by an establishment in the Jet and Rockingham branch of the industry, in which there have been for many years Pricing Committees for jiggerers (makers), turners and handlers. In this case none but Trade Unionists can sit on the committee; but this is by no means a universal rule. In works, however, in which there are Trade Unionists the practice is to elect to the committee one (or more) of them, who is expected to serve as a connecting link between the committee and the District Committee of the Trade Union.

The position of the "chapel" in relation to the London compositors' scale is an old and well-established case of a works organisation taking part among other functions in the regulation of piecework.

In other trades in which piecework is in operation, and where complete standardisation of lists has been found impracticable, methods more or less similar to those mentioned above are found. In this connection the development of Works Committees in engineering establishments during the war is significant. The engineering trades have always resisted piecework; but, at the same time, they have generally bargained on an individual basis for any work done on this system. The extension of piecework and the growth of the method of collective bargaining in the shop—by Works Committees or stewards—have gone on side by side; and it would appear that, to a considerable degree, the one is the immediate cause of the other. Even in industries in which price lists for piecework are used there are commonly occasions on which a particular job is not covered by the list, and in certain cases jobs cannot be listed at all. In this connection it may be noted that in mining the *method* of joint pit committees—as well as the Joint District Board—has been in operation in certain districts for a long time, and the method is embodied in the rules of various districts under the Coal Mines (Minimum Wage) Act of 1912. In several districts disputes as to whether a workman has forfeited his right to the minimum must be discussed by two officials of the mine and two representatives of the local lodge of the Union before they are taken to the district Joint Board committee, and in one district the representatives from each side are four in number.

The fact that in many mining districts the Trade Union branch—or lodge—is composed only of the men working in one pit makes the Lodge Committee in effect a Pit Committee.* It is not a complete Works Committee—in the stricter sense of the term—except in those places in which the enginemen and certain other workers, who commonly belong to other Unions, are members of the local Miners'

* Even where the basis of the miners' branch is not the pit but, say, the village, each of the several pits in the village commonly has its committee.

association. The tendency of certain other Unions—*e. g.*, those in the iron and steel industry—to organise on the basis of the works is interesting from the same standpoint.*

It may be noted that in many cases Conciliation Boards are really Works Committees. This is so when the joint board is composed of representatives of the workpeople in one establishment and of members of the firm. Such boards—with varying degrees of connection between the workmen's side and the Trade Unions—have been formed in individual establishments belonging to a variety of industries.

Nomenclature.

A distinction must be drawn between "Works Committees" and "Shop Committees." The former cover the whole of a works (or even, in some cases, the whole of two or three contiguous works); the latter cover a particular department or shop in a works. Among Works Committees it is possible to distinguish three varieties. The first and main variety may be called the "Industrial Committee." Such a committee, generally constituted on a Trade Union basis, deals with particular questions affecting the conditions and remuneration of labour in a given works—questions of principle being reserved for the district or national organisations concerned. It is this variety which, being the most important, is often called by the general name of Works Committee. A second variety may be called the "Welfare Committee." Such a committee, representing as a rule all the workers in a given works, deals with what may be termed works amenities—ventilation, sanitation, and the like. A third variety, which may be merged with the second, or may be distinct, is the "Social Union," or, more exactly, the committee governing the Social Union, where one exists, of the workers employed in the same establishment. Such a committee is concerned with games, recreations, study-circles, picnics and the like.

Apart from these main types there are, of course, local varieties of all sorts. There may be, for instance, a separate "Mess-room Committee"; or, again, there may be a separate "Women's Committee." There may be a committee peculiar to a small section of workers (*e.g.*, tool-makers), which handles a large and important area of functions in regard to those workers. Finally, even though there is no regular or standing Works Committees, it may be the case that committees are created *ad hoc* whenever an important question arises in a works, and that these committees are consulted by the management with a view to settling such questions. This indeed is the procedure followed in some of the works where the relations of management and men are most amicable. In some cases the committee so formed consists of the shop stewards of the separate trades.

It may be added that some committees are "joint," and embrace representatives of both men and management, meeting together in

* It may be noted that the circumstances of industry in general in the 18th and early 19th century made for a greater correspondence between organisation by locality and organisation by establishment than exists to-day.

regular session; while others (and this is the general rule) are committees of workmen only, but meet the management from time to time (sometimes regularly, and sometimes occasionally; sometimes directly, and sometimes through their chairman or secretary) to settle grievances and to give or receive information.

Various names have been applied to committees formed during the war, particularly to those formed to deal with such questions as time-keeping. Among the names are "Workers' Advisory Board," "Works' Tribunal," "Vigilant Committee," and "Works' Council."*

II.—ORIGINS AND INFLUENCE OF WAR DEVELOPMENTS.

The causes which have brought Works Committees into existence during the war, and the circumstances attending their origin, are naturally very different. A classification of origins may, however, be attempted under the following heads:—

- (1) Shop stewards.
- (2) Dilution.
- (3) Methods of remuneration.
- (4) Timekeeping.
- (5). Welfare.
- (6) War charity.
- (7) Other causes.

Shop Stewards.

To a very considerable extent the first three headings must be treated together. This is particularly true of engineering works. It has already been pointed out that shop stewards with a considerable range of duties were a normal feature of Trade Union organisation before the war. It has also been seen that, though for the most part these stewards acted only for their own separate organisations, this was not their only method of operation. One effect of the war has been to enhance the position and prestige of the shop stewards. The loss of the right to strike has depressed the position of Trade Union officials, who were thus deprived of the chief weapon they controlled and, if they had organised strikes, would have been liable to prosecution. Under these conditions the shop stewards, more unknown and therefore less exposed, began to exercise more power. Nor was this all. In an industry such as engineering, questions of dilution and, again, of payment by results raised matters of detail which needed some shop machinery for their solution. Such questions often concerned the members of several Unions in the same establishment; and the

*"Works Committee," it may be noted, is sometimes taken to mean only a Joint Committee of management and employees. The name is not used in this narrow sense in this report. "Shop Committee" is sometimes used in the sense in which "Works Committee" is defined above, *i. e.*, for a committee covering not merely a department but the whole of a works.

common interest of men working side by side often led to concerted action. Though many Works Committees instituted during the war can be traced to one or other of these sources, and though most of the committees thus called into existence may be said to have worked to the satisfaction of all grades of workpeople, it is true that in certain cases the question of dilution has produced committees of shop stewards with conflicting interests. In certain places two committees have been formed, one composed of the shop stewards of the skilled trades, and the other confined to the stewards of the Unions representing the unskilled and semi-skilled men.

It may be added that this tendency among workpeople to bring their organisation more closely to bear upon workshop conditions is to be seen in industries which have been much less affected by the war than engineering. The tendency preceded, but has been strengthened by the war.

Dilution.

To gain the consent of the National Unions was not in itself enough to settle the question of dilution; for it is obvious that in a complicated trade such as engineering, with its many varieties, questions of detail might arise in almost every works which needed some machinery for their solution. This has led to the introduction of Dilution Committees in many establishments. These committees, consisting of representatives of the workers (mainly, of course, the skilled workers), discuss with the management on what machines or processes, to what extent, and under what conditions dilution shall be introduced. Committees of this character, dealing with an important range of economic questions, have often been led to raise other questions than that of dilution, and to bring forward for discussion with the management, with which they were being brought into constant contact by the problems of dilution, questions and grievances of a general character. Sometimes the committee has remained in name a Dilution Committee, while it was in reality a Works Committee. Sometimes a definite change has been made, and the Dilution Committee, with more or less change in its composition, has been turned into a Works Committee. In any case, the problem of dilution has been one of the most potent forces in forwarding the movement towards Works Committees. Though there has been a marked tendency for Dilution Committees to develop into Works Committees, it may be noted that in one or two cases the Dilution Committee was formed after, and as a sub-committee of, the Works Committee.

The importance of the connection between a Works Committee and the Trade Unions is indicated by complaints that Dilution Committees' negotiations have violated Trade Union agreements.

Methods of Remuneration.

One of the necessities of the war has been to increase output; and one method which suggested itself for this purpose was that of payment by results in trades where timework was the normal practice. In many trades any system of piecework is very unpopular, and, in the past, has been strongly opposed. This is true of engineering, where the Unions had left any piecework which was introduced to the control of individual bargaining. The rapid extension of piecework in such trades has led to a variety of forms of collective bargaining. In some establishments a new piece-price is submitted to the Works Committee before it is discussed with the individual workman. In others an Appeals Committee has been instituted to consider and bring forward complaints against piece-prices or premium bonus times fixed by the management. In others, again, something on the lines previously mentioned as existing in parts of the pottery industry has been developed; and prices have been discussed, not with the individual workman, but with the workman and two or three of his mates on similar work. In other establishments various forms of collective or group bonus on output (or output value) have been adopted; and in some of these cases committees have been formed either temporarily, in order to discuss the introduction of the new method, or permanently, in order to supervise its working. In other cases committees have been formed to deal with timekeeping bonuses or profit-sharing schemes.*

Committees connected with methods of remuneration are not, in themselves, Works Committees proper. They may be committees representing only a small section of the establishment (*e. g.*, the tool-makers), while the rest of the workmen in the establishment are not concerned and are represented by no committee. They may, again, be partial in scope as well as in membership, and deal with no other matters than that of a bonus. This, however, is unlikely and seems unusual. A committee connected with a bonus system often comes to embrace a wider scope, and will bring forward, or be consulted by the management about, other matters.

Timekeeping.

Committees whose sole function, or one of whose main functions, is the improvement of timekeeping, have been instituted in the coal mining industry, at the iron works in Cleveland and Durham, and in a number of engineering and munitions factories. The Pithead, or Output, or Absentee, Committees, as they are variously called, commonly deal with the negligence of mine officials as well as with cases of

* A great variety of bonus schemes is in operation in munitions factories, many of which are not understood by the workpeople concerned. It would appear to be necessary that not only should there be a committee to supervise such schemes, but that a "Particulars Clause" should be made obligatory on the employer. Arbitration awards have in individual cases made one or both of these methods of control part of their findings.

absenteeism. The committees at the Cleveland and Durham blast furnaces are confined to the one function of improvement of timekeeping.

Welfare.

The strain of the war has introduced conditions which have made it necessary to consider ways of promoting the physical welfare of the workers. Long hours have been worked; night shifts have been added to day shifts; workshops have sometimes been crowded; the introduction of women workers by the side of men, in occupations where women had not previously been employed, has raised a number of questions. Matters such as the best distribution of working hours, the provision of canteens and mess-rooms, and the improvement of ventilation and sanitation, have all demanded attention. On such matters, where the interest of the workers is paramount, the simplest course is obviously to consult them, and to receive their complaints and suggestions through their own accredited representatives. This course has been adopted in a number of establishments; and the result has been the institution of a Welfare Committee, which has eased the situation by removing, or preventing the rise of, a number of grievances. The workmen have thus been allowed a voice in regard to the conditions under which they labour, and these Welfare Committees, though they can hardly be called Works Committees, may be said to prepare the ground. They serve to engender something of a spirit of community in the works, and to help the workmen to feel that they have a common interest as workers in the same establishment.

War Charity.

In several cases (for instance in the Glasgow district) committees have been formed to administer funds raised in the works for the purpose of helping dependents of workmen who have joined the Colours. These committees form a germ which may develop, and here and there has developed, into Works Committees capable of entertaining grievances or raising general questions and bringing them to the notice of the management. Where the firm has subscribed to the works' fund, and has been represented on the Committee of Management, the nucleus of a Joint Committee is obviously present.

*Other Causes.**

In much the same way committees formed in an establishment for social purposes prepare the ground, if they do nothing more, for the institution of Works Committees. They help to create the habit of common action through representatives; and accustoming the men of different crafts and different Unions to act together for purposes of a social nature, they gradually lead to the adoption of the idea that a

* The effect of the Whitley Report may also be noted. This influence has led to the formation of committees in several individual establishments. See also the scheme for the Lancashire coal mines in Appendix VII, p. 130.

certain range of industrial questions may be treated in the same way. In some of the best establishments which have recently instituted Works Committees the success of these committees is largely attributed to the work which committees of a social character have done in preparing the ground.

It is believed that the ways indicated are those in which Works Committees have mainly tended to arise. In a subject of such variety, however, it is impossible to make any exhaustive enumeration. Often the institution of a Works Committee is due to the initiative of an employer or manager who desires to give the workpeople a larger control over working conditions or who finds that his task is greatly eased if he can deal with an accredited representative of the workmen. Sometimes a committee may have arisen in connection with a particular dispute and for negotiating a settlement, and may then, in the issue, be adopted as a permanent mode of working. In certain cases during the war, as before it, the creation of a Works Committee has been one of the terms of settlement of a dispute.

III.—CONSTITUTION.

The constitution of a Works Committee naturally varies with its functions. A Welfare Committee, handling questions in which the difference between unionist and non-unionist workmen, or again the difference between different Unions of workmen, hardly arises, will tend to be composed of representatives of all the workers, elected without regard to differences of craft or grade or occupation. An Industrial Committee, handling as it does questions in which differences of skill or of craft are concerned, will involve a new range of considerations. It may be necessary to consider the relation of such a committee, if one is instituted, to the existing industrial organisation of the workmen in the works in the shape of shop stewards or delegates; and, again, it may be necessary to consider whether management and labour should sit together as a Joint Committee (and, if so, in what proportions), or whether the Works Committee should be one of workers only, with opportunities of ready access to the management—and ultimately, it may be, to the directors—when such access is desired.

The last point may be taken first. Joint Committees are rare.* There are some committees of this nature, containing two or three representatives of the management and about a dozen representatives of the workmen, which meet at regular intervals—in one case from week to week, but more often at longer intervals. Even when the Committee is a Joint Committee, however, some provision has generally to be made for separate meetings of the representatives of the

* This statement applies to committees whose work is not strictly limited to one or two functions. The actual number of Joint Committees is large if we include the "Absentee" Committees at coal mines and the Timekeeping Committees at ironworks.

workers; and, as a rule, Works Committees appear to be committees of the workers only, with regular facilities for consultation with the management, either at fixed intervals or whenever occasion arises. Joint Committees may ultimately come to be the normal form, but in the preliminary stage of development it seems likely that committees of workers only, with regular facilities for access to the management, will generally be the form adopted.

Where the committee is a Joint Committee, the idea of the joint meeting is probably first mooted by the management; and unless the workers' side is already in existence the management may suggest the basis of composition and the methods of election of the committee. Where, however, the committee is a committee of workmen only, it is advisable (whether the idea of such a committee is suggested by the management or develops spontaneously among the workmen), that the workmen should be left to determine the basis of its composition and the method of its election for themselves.

Two main methods appear to prevail in regard to the composition of a Works Committee of the second type mentioned above.

(a) The committee may be elected by all the workmen employed, each department or shop being treated as a constituency, and returning a number of members, perhaps in proportion to its size. This appears to be the simplest method and is found even in works in which the workers have already an industrial organisation in the shape of shop stewards or delegates.* This is the case in most works, and in such cases it may be advisable to build on the existing organisation. This brings us to the second main possibility.

(b) The committee may be a committee of the shop stewards of the different Unions represented in the works, or, in a large works where shop stewards are numerous, a committee elected by the shop stewards. In one works, for instance, which employs about 3,000 workmen, the Works Committee (in this case a Joint Committee) contains 12 representatives of the workmen elected by the shop stewards (some 40 in number) of the various Unions represented in the works. In another works a committee of seven shop stewards meets the management monthly and discusses questions which its members and the management have asked to have placed on the agenda.

The two methods which have just been described represent the two possibilities at either end of the scale; but various methods may be employed which combine, or come as it were between, these two possibilities. Even where the committee is elected by all the workmen, unionist or non-unionist, voting by departments, the tendency, if the works is strongly unionist, is towards the election of representatives

* This method of departmental election commonly results in a committee, all the members of which are shop stewards. But even when this is so, a majority of the shop stewards may not be on the committee; and the members may be drawn from a minority of the Unions.

who are all unionists and are also, either altogether or in part, shop stewards of their Unions. In one works with 4,000 workmen the Works Committee of 21 members, elected by a general vote of the men workers, is entirely composed of shop stewards. In another works, with 3,500 workmen, in which a Works Committee has existed for about 10 years, all the workmen in any department may vote, but only unionist workmen can be elected, and half of the members of the Works Committee are shop stewards.

Another method which deserves special notice is that of election on the basis of Unions, all the members of a Union in the works electing a certain number of representatives. The number of members to which a Union is entitled may vary in direct proportion (or in some other way) with its membership in the works. Thus, in a scheme under consideration for an engineering works, representation on this basis gives seven members to three General Labour Unions, eight members to the largest Union of skilled men, two members to each of two other Unions of skilled men, and one member to each of seven other skilled Unions. This method—since in an engineering establishment the members of a Union may be distributed through several departments, in each of which there may be a shop steward or stewards of the Union—is not necessarily identical with that in which the shop stewards of the different Unions in each department form the committee. In several iron and steel works the method of election appears to be by the members of each *branch* of a Union who are working in the establishment.

In one such case the right to representation is stated to belong to the branch because it has members in the works. The statement, however, is qualified in order to cover the case of a Trade Union branch—*e.g.*, of the Amalgamated Society of Engineers or the Bricklayers' Union—only some of whose members may be employed in the particular works. In their case only the members of the branch employed in the works make the appointment; and from the nature of the case the representative so appointed is almost bound to be the person acting as shop steward for the Union in the works. This, combined with the fact that the branches of the iron and steel Trade Unions correspond to sections or departments of workers in a single works, make such branch representation similar to departmental representation. Another feature of this system is that the secretary of any branch who is working in the establishment—this is almost bound to be the case with branches the membership of which is confined to the works—is, *ex officio*, a member of the committee. The draft proposals for representation now being discussed by the shipbuilding trades in one district are to the effect that each Works Committee should be composed of a certain number of representatives from the men of each trade or Union employed in the yard, and that among the representatives of each trade or Union one at least should be an official shop steward. Some of the

Unions in the shipbuilding industry include, it may be noted, several trades, and the official yard delegates (or shop stewards) of the several trades in one Union often form a Yard Committee for such functions as the inspection of Union cards.

Other methods found in practice are election of all the members by the whole of the employees in an establishment voting as one constituency, and election by occupations or trades.

In some works there is one committee for skilled men and another for unskilled or semi-skilled. In several large engineering establishments, for instance, there are two Committees of Shop Stewards, one for craftsmen, and another for semi-skilled men and labourers. Generally, however, there is only one committee for both sets of workmen.* The persons elected to such a committee are in certain cases drawn solely from the ranks of the skilled craftsmen, though there may be unskilled men (and stewards of unskilled Unions) in the works. The exclusion of any *direct* representation of the unskilled men in such circumstances is generally due to the same cause as the absence of any direct representation of the smaller craft Unions, *viz.*, the fact that a department's representative tends to belong to the Union which has most members in the department. There are certainly cases in which this apparent exclusion of representation of the interests of the unskilled is a source of friction between the different classes of workers; and the presence in some works of separate committees is the extreme expression of such difference in interest. It is argued that the unskilled men—though they may be excluded by exactly similar circumstances—are in a different position from a minority of skilled men who may be excluded from direct representation, in that the interests of the latter, being akin to their own, are better understood by, and receive more sympathetic consideration from, the skilled men on the committee. It would nevertheless appear that most committees appointed on a departmental basis do succeed in representing fairly the interests of all their constituents; and it is claimed that the committee member tends to look upon himself not as the representative of a particular craft or section in the department, but as the representative of the department as a whole.

The position of women workers is in some respects analogous to that of unskilled workmen. In some cases they have a vote for the

* A Works Committee in a Midlands munitions factory has just been reconstituted. Previously departmental election had produced a committee all the members of which were skilled trade unionists. The new method gives separate representation to (i) skilled men, (ii) semi-skilled and unskilled men, and (iii) women employees. This scheme, advocated and carried through by the secretary, who is an official of his own Union, is designed to give all grades in the works an active interest in the committee. It is hoped that later the separate representation of the different grades in each department may not be necessary; previously the grades not directly represented have not opposed the committee, which has been very successful, but they have not shown as much interest in it as is desired.

Works Committee elected by the various departments, and they may have a representative of their own on that committee; in other cases representation is secured to women's departments as such. Sometimes, even where women are excluded from voting, the Works Committee may represent their interests; and it may entertain and bring before the notice of the management grievances of women workers and questions affecting their interests and the conditions of their labour. Occasionally, though this is rare, there is a separate committee to represent the interests of women workers.

From what has been said it is obvious that the constitution of a Works Committee raises a number of questions. (1) In the first place, there is the question whether the committee should be based on the industrial organisation of shop stewards, where such organisation is in existence, or should be based on a general vote. (2) In the next place, assuming the latter alternative to be adopted, there is the question whether all the workers should vote, and, if so, how the constituencies should be arranged, or whether only unionist workers should vote, and, if so, how and in what proportions the different Unions should be represented. (3) Further, there is the question whether there should be a single committee, or one committee for skilled and another for unskilled workers; and (4) finally, there is the question whether women workers should have a separate committee or be represented through the general committee of the works.

No general answer can be given to any or all of these questions. The circumstances of different works vary, and each type has to find its own solution.

Wherever it is possible, a committee of shop stewards or Trade Union representatives would appear to be the best solution.* At the same time, it is important to secure that the size of the committee, while large enough to be representative, should not be so large as to make it unwieldy, and that, as far as possible, there should be direct representation of each department. The size of the committees actually in existence varies; some committees have 12 members, some have upwards of 30. The smaller number seems more likely to be effective.

* As will be seen from the appendices, individual committees formed on very different lines have been in every way successful. Since, however, the problem from the point of view of the well organised industries is complicated by the existence of poorly organised areas, a proposal under consideration by a firm in which considerably less than half of the employees are trade unionists may be noted. The proposal is that the Works Committee should be composed of departmental representatives, who will include the shop stewards, and that from this committee as a whole, or from the shop steward and the non-shop steward sections of it separately, there should be elected a small number of representatives of the workers to sit on a Joint Committee. The proposal was made as a means of combining (a) the recognition of shop stewards and (b) the representation of all the workpeople on the Joint Committee, without duplication of committees for different functions. The firm, which recognises the Unions and whose conditions are above the district standards, intends that the Joint Committee should deal with a very wide range of subjects, only some of which are shop steward questions.

It may be necessary, therefore, that a Works Committee, if it contains a large number of members, should appoint a smaller committee of itself; and that, while the management should be in regular contact with the smaller committee, questions of difficulty should be referred by the smaller committee to the larger, the management meeting the larger committee in case of need. In its choice of the smaller committee the Works Committee could allocate a place, or a number of places, to each department or group of departments. Another method of electing a committee of manageable size would be that from the stewards in each department (or, in certain cases, groups of departments) one should be appointed by a general election held in the department or by the departmental stewards themselves. In certain cases, in large works, it may be desirable that the stewards in each department should form Shop Committees, with which the general committee could keep in touch and from which its members could learn the needs and the complaints of each department. Another variant is that sub-committees instead of being departmental should be functional, *i.e.*, should each deal with a particular matter or set of matters such as dilution, piecework, suggestions of improvements, &c. (*See* p. 29, footnote.)

The existing Works Committees have generally two officers, a chairman and a secretary. The tenure of office of the committee is often unfixed. Where it is fixed, it may be for six months or for a year.* A fixed tenure, provided that it is not too short, seems desirable; a new election will reinvigorate the committee and if the workmen in general have any feeling which the committee has failed to express, it will give a chance for its expression.

The desirability of election by secret ballot has been emphasised by many employers and by some Trade Unionists.

IV.—PROCEDURE.

Some Works Committees have regular meetings with the management, at intervals of a week, a fortnight or a month. A list of agenda is circulated and regular minutes are kept. In one establishment where this is done the men's chairman presides at one fortnightly meeting and a representative of the management at the next. In other cases the meetings are not regular, but are held whenever occasion arises. Arguments may be used both for and against a system of regular meetings. It may be urged in their favour that they provide a known and regular time for raising a question; that they enable questions to be raised in their initial stages, whereas, if meetings are not held until occasion arises, a question may have grown acute before a meeting is held; and, finally, that by bringing representatives of the management and the men into constant contact, they accustom either side to seeing and

* In certain exceptional cases committee members are elected monthly and the secretary quarterly.

understanding the point of view of the other. It may be urged, on the other hand, that if meetings are regular, and at frequent intervals, there may often be no business to be done, and that the effect may be either to make the committee slack, or to induce the more restless members to manufacture business by finding grievances and discovering difficulties. In any case it may be suggested that the main thing is not so much regularity of meetings, as what may be called *the principle of the open door*. If the men know that their representatives have access to the management, and if they know that the management, on its side, is ready to consult their representatives, the success of the main function of the committee is secured. The number of times at which a general Works Committee needs to meet the management will vary with the type of works and with the degree to which sectional questions can be handled by such a committee. One committee, in an establishment in which relations have always been good, has met the management on an average three times a year in the last twenty-four years, though in the last three years, owing to the number of questions raised by the war, the average number of meetings in each year has been seven. During the whole existence of the committee, however, the right of the separate trade delegates to meet the management has been freely used. Employers complain that workpeople tend to want all questions settled offhand, and fail to realise that investigation may be necessary; and one argument in favour of regular meetings is that they form a permanent and businesslike substitute for frequent sectional deputations. There would appear to be many questions which can be settled in a more satisfactory way if they are discussed and investigated at regular joint meetings. This method, however, cannot be applied indiscriminately; there will always be matters of urgency which must be taken up as they arise; and sectional questions may, in certain cases, be better treated apart from the regular meetings of a general Works Committee.

One other caution may be suggested in this connection. Works Committees instituted in engineering establishments during the course of the war have naturally found abundant work. The same will probably be true of the period of reconstruction after the end of the war. It is possible, however, that under normal conditions a system of weekly or fortnightly meetings might prove unnecessary. It may be suggested, therefore, that a distinction may be drawn, on the point of frequency of meetings, between what may be called "the emergency period" and the period of normal conditions.

Another question of procedure, which also bears on the matter of frequency of meetings, is connected with the position of the secretary of a Works Committee. In many establishments which have Works Committees a large part of the active work which they entail is done by the secretary. Difficulties are reported to him by the workmen concerned either directly or through a member of the committee, and he,

after consultation with the committee (or, it may be, in lesser matters, immediately), brings the difficulties before the management. Such difficulties may often be settled at once, and their settlement simply reported to the Works Committee. A great deal of work may thus be thrown upon the secretary in consulting the workmen concerned, and in interviewing the management, and the position is thus one which offers a great deal of scope to a man of capacity. Such a man may largely carry on his shoulders the current work, and the committee may only need to deal with larger questions. But the position has its difficulties, and there are two matters which deserve particular notice. One of these is the question of the secretary or chairman's moving about the works during working hours, and entering departments other than his own, for the purpose of interviewing any workman who has preferred a complaint. If the secretary is bound to ask the consent of a foreman or overlooker before he enters a department, and if that consent may be refused, the work which the secretary can do in investigating and removing grievances is liable to be hindered. If, on the other hand, he can enter any department (without any formality, or on simple notification of his wish) and engage in discussion with a workman, the work of the department may be held to be likely to suffer. From the experience of several works, however, it would appear that this freedom of movement is found to be an essential condition of the success of a committee. The extent of freedom necessary, and the members of the committee to whom it should be allowed, will vary with the size and the other circumstances of a works.

The other matter which arises in connection with the position of the secretary is concerned with his remuneration. His secretarial duties may interfere with his own work. He is bound to lose time, and, consequently, unless some arrangement is made to indemnify him, he is bound to lose wages. In one case, in which, it is true, the work is specially complicated and onerous, the amount of time spent on secretarial work is said to amount to a total of 30 hours in the week; in another case the loss of wages involved has, over a period of several weeks, amounted to £2 a week. In one large works, where the committee is engaged to a great extent with questions arising from charitable work, the secretary now gives his whole time to the duties of his position, and is paid by the firm. In some cases it would appear that the secretary is paid ordinary time-wages for the time he spends on secretarial business in working hours; in other cases, where the work is premium bonus or piece-work, he may receive the average earnings, or, again, his companions may keep his machine running in his absence. It seems, however, that some arrangement is necessary to meet what is often a real difficulty. It may be argued that the management should pay the secretary* the full wages which he would

* In certain cases the secretary's (or chief shop steward's) guarantee of average earnings appears to depend upon the will of a foreman or ratefixer.

otherwise have made, since the work he does conduces to the better running of the establishment. On the other hand, the men might object to such a course, on the ground that it tended to make the secretary more dependent on the management and less of a fellow-workman. Another method, which is employed in some cases, is that the secretary should be reimbursed for lost time by the workmen. In certain cases it may be noted that weekly contributions are paid by the workpeople to meet the expenses of meetings, etc.

Another question, which is somewhat analogous, concerns the time of the meetings of the Works Committee. Under one plan the meetings may be held in the employer's time, and the members may be paid full rates during the time they spend in attendance. This is a plan which is often adopted when there are regular meetings with the management. Many committees which have no regular meetings with the management meet after working hours. Another plan, which has been suggested, is that the meetings should be held partly in the employer's time (the members being paid full rates during that time) and partly in the time of the men, or, in other words, after working hours. This may present some difficulties, as some of the members may find it inconvenient to stay after working hours. On the other hand, it is argued that this course best corresponds to the logic of the situation; management and men both gain from the work of a committee, and it seems logical that either side should surrender a part of its time. The solution of the problem depends to some extent on the length of the working day. Members of committees have complained that to meet at 8 or 8.30 p.m., after 3 hours of overtime, was "a bit hard." Under normal hours the attitude would have been different.

In the matter of procedure in the stricter sense of the term there is at present a good deal of variety. Generally the procedure is somewhat informal, and this, in the earlier stages of a Works Committee, is perhaps to the good. The normal procedure, so far as one can speak of a normal procedure, is somewhat as follows:—

(1) A workman who has a grievance will report it, directly or through the committeeman in his department, to the secretary. Lesser grievances, which do not affect a number of men or raise a general question, may be settled at once by the secretary with the foreman or departmental manager concerned.

(2) Grievances which are not thus settled are taken up by the committee, and brought by the committee before the management.

Thus in one large establishment, where the premium bonus system is in operation, a chief shop steward is paid his time for periods during which he is engaged on negotiations with the management; it is usual, however, for the ratefixer to see that sufficient "extras" are added to the man's bonus earnings to neutralise the difference between the time wages and what might have been earned on bonus for the periods in question. This more or less casual arrangement does not appear to be a very satisfactory solution of the difficulty.

(3) If grievances or disputes are not settled with the management, they are carried to the branch or the district organisation of the Trade Union or Trade Unions concerned, and they go henceforth along the ordinary channels of Trade Union organisation.

The effect of this procedure can best be seen by comparing it with the procedure which is followed in the absence of a Works Committee or of recognised shop stewards for the separate trades. Where there is no Works Committee, the individual workmen, or a delegation of workmen, will bring their case to the management, if they can get admission; and failing any agreement, the matter will go straight to the Trade Union. Where there is a Works Committee the difference is this: first that there is a certainty of admission to the management; secondly, that instead of the onus of stating their case being thrown on the individuals concerned, there is a regular machinery (the officers and the committee) to sift the case and to state it formally; thirdly, that, instead of the action taken being individual or sectional, it is the general action of a body representative of all the works; and, finally, that there are two chances of a settlement being attained in the works (first between the secretary and the foreman or departmental manager, and, failing that, between the committee and the management) before the question goes outside for settlement. The main difference between this procedure and that adopted when trade shop stewards are recognised is much less, and only arises on the third of the points just mentioned. This difference, however, is important, because it involves the problem of the delimitation of a Works Committee's functions. It may also be noted that, in certain cases at least, the machinery of the Works Committee is brought into operation not as a preliminary to the question going before a Trade Union branch, but in support of a decision previously come to by a branch. This is so in certain iron and steel works. The difference, it may be said, is more apparent than real, because many of the branches (and these the strongest in numbers) are in such cases works branches—that is to say, the membership of the branch is confined to men employed in the works. On the other hand, certain branches extend their membership beyond the works; and, in so far as the Works Committee takes up a case already entertained by such a branch as union business, there is another form of procedure. This procedure appears to have been adopted in certain cases with the acquiescence of the Trade Union branch concerned. It seems important that the place of the Works Committee in relation to trade questions should be properly defined; otherwise there may be dangers of overlapping and confusion through (a) the diversion of a purely trade question to the Works Committee, when it ought to go through the ordinary Trade Union channels, or (b) the use by a Trade Union branch of the Works Committee in support of a case which it should properly call upon the officials of its Union to handle.

supply the latter with copies of the minutes which concern the management. It is common for the management to supply typing facilities for the duplication of minutes and of agenda. In some works complaints made to the committee must be in writing. This rule has sometimes been introduced in order to check the making of frivolous complaints or inaccurate statements; it may be compared with a method of the "chapel," where a member may call a special meeting by placing a shilling (or other sum) "on the stone" on pain of forfeiting his shilling if the chapel decides that his complaint is groundless.

V.—FUNCTIONS.

Since Works Committees are of different types, it is obvious that their functions vary considerably. In the first place there is the distinction already mentioned under the head of nomenclature. A Welfare Committee is concerned with all questions that affect the comfort and physical well being of the workman while he is engaged on his occupation; an Industrial Committee is concerned with industrial conditions in general. Often a Works Committee will undertake both sets of functions, but some committees may be confined, primarily at any rate, to the working of a system of bonus on output or premium bonus or piece-rates; others may be confined to questions of dilution; others may have a general and undefined scope which depends on an unwritten understanding between management and men.

There are several questions of a general character which deserve some attention, before we turn to the detailed functions actually discharged by various Works Committees. Are these functions always consultative, or are they sometimes executive? This raises another question—is it possible, in the strict sense of the word, to speak of a Joint Works Committee? What, again, are the functions of the management, and how far may a Works Committee trench on these functions? Finally, what is meant by "recognition," and what is the effect of recognition on the functions and powers of a Works Committee?

As far as the first question is concerned, it would appear that the functions of a Works Committee are practically always consultative. Usually a Works Committee can bring matters before the management and discuss them with the management; it can press its views about these matters on the management; in the last resort, it can induce the Trade Union organisation to call a strike. But the Works Committee cannot usually, as such, carry its views into action, or ensure that they shall be carried into action, by any direct machinery. The management has the executive power, and unless the management is impressed by the representations of the members of the committee, or by the sanction which lies behind them, those representations will not

lead to executive action.* This would appear to be usual even where the Works Committee is a Joint Committee. There are, indeed, certain cases in which the decision of a *majority* of the members of such a Joint Committee is carried into effect. This is so in the Pit-head and certain other committees† which have the power to fine bad timekeepers; and in certain engineering establishments the question of prosecuting bad timekeepers before the Munitions Tribunal is decided by Joint Works Committees. But, so far as can be discovered, the general custom is to the contrary. *Unanimity* must be attained; the management must be convinced, and both sides must freely agree together, before executive action is taken. The operation of a Joint Committee is really in the nature of consultation between two parties—consultation which, if it results in unanimity, results in action, but not otherwise. It would be a mistake to think in terms of voting, or to think that even if there is voting, its result is a formal decision by a *majority* vote. What happens is rather discussion by which misunderstanding is often removed, and upon which, if *unanimity* is attained between the two sides, action will ensue. It follows, therefore, that generally we cannot speak of Joint Committees, if by Joint Committees we understand joint executive councils acting by the vote of the majority. On the other hand, there are Joint Committees, if by Joint Committees we understand deliberative meetings of both sides, always attended by both sides, though often accompanied by separate meetings of the two sides.‡

* In one establishment, however, decisions upon disciplinary and time-keeping cases made by a committee wholly composed of workpeople are accepted by the firm. See reference to Works Tribunal on p. 32. In some cases such functions as the day to day administration of a messroom are discharged by committees wholly composed of workpeople. Even in such cases, however, an important decision—for example, one involving capital expenditure—would usually have to meet with the approval of the management before it could be put into force.

† See Appendix IV, pp. 114-119.

‡ The division between executive and advisory powers in a scheme now under consideration for an engineering works may be noted. It is proposed that the former should include (1) those powers conferred by the Trade Unions and in accordance with the constitution or resolutions of the local Allied Engineering Trades and (2) those conferred by the firm. The suggested first list of executive powers contains the following:—determination of hours of work (with minimum of 50 per week); messroom; heating, lighting, sanitary matters, &c.; ambulance; collections, supervision of notice boards, entertainments, &c.; proposed technical lending library and works magazine; and organisation of the Sports Association. The advisory functions include the regulation of piecework; the engagement, discharge, dilution and transfer of labour (excluding disciplinary discharges); training and education of apprentices; suggestion of improvements in methods; timekeeping, &c. It is proposed that seven sub-committees be formed, each sub-committee to deal with one or more of the above-mentioned functions, *e.g.*, a sub-committee for hours of work, engagements and discharges, and timekeeping; a sub-committee for messroom; and a sub-committee, advisory and *negotiatory*, for piecework. There is this reservation in regard to executive functions that if capital expenditure is involved authority should be obtained from the firm before such expenditure is incurred.

A question of importance, when we are considering the functions of a Works Committee, is the definition of the term "management." It may be urged, on the one side, that the functions of a Works Committee should not be such as to interfere with management; it may be urged, on the other, that if a Works Committee is to be debarred from questions of management it loses reality and becomes a mere form. Much, therefore, depends on the sense in which the term management is used. Is the work of the foremen part of management? Or does the word denote the higher organisation of industry? It would appear that a Works Committee, if it is to be of any value in ventilating and removing grievances, must be in a position to ventilate grievances arising from the conduct of foremen or overlookers. Such grievances touch the worker most closely in his daily work, and if they cannot be discussed the committee loses a sphere of action in which it might be of the greatest service. It is true that if a committee has the right of criticising the action of foremen, difficulties may arise. Foremen may feel that their authority is undermined; they may feel that they are being made responsible not only, as heretofore, to the management (a responsibility they know and understand), but also to the committee; they may feel that, with a dual responsibility, their position becomes exceedingly difficult. These are real problems. In many instances, however, they seem to have been surmounted; and if they prove serious, they may perhaps be met, to some extent, if the general manager arranges to meet the foremen in advance, and to discuss with them criticisms and grievances which have come from the Works Committee.*

The last of the general questions raised by a consideration of the functions and position of a Works Committee is that of "recognition." This, again, is a term which seems to be understood in different senses, and which it is difficult to define. A committee may be held, from the point of view of the management, not to be recognised, even when the management is in constant touch with its secretary, and even when it consents to meet those members of the committee who represent a department which has a grievance. Here the point would appear to be that the management does not, as such, formally meet the *whole* committee. In another case a system almost exactly parallel—a system under which the management interviews four of five members of the committee—is described as one of "recognition." The term "recognition" thus appears to have no fixed meaning; and it may be concluded that what matters is the fact of consultation between a committee and the management rather than any formal pronouncement about the fact.

* In some establishments there are Management Committees, and in others regular conferences between directors, managers and foremen are held. The question of meetings of the Management and Works Committees together is under discussion in one or two firms. The relation of Works Committees to problems of management is discussed further on pp. 33 *et seq.*

In the preceding paragraphs the functions of a Works Committee have been discussed with reference to the management. It is obvious that they must also be discussed with reference to Trade Union organization. A Works Committee must stand in some sort of relation to the district committees of the Unions to which the workmen in the works belong, and some demarcation of functions, whether explicit or implicit, has to be made. The relations vary, and the demarcation is not always easy to make. Generally the division is said to be that questions of general application—district rates of wages, hours of work, and other district or national conditions of work—are regarded by Works Committees as outside their sphere, and such questions are left to be settled by the employers or associations of employers with the Trade Unions.* On the other hand, questions of a particular application relating to a works—for example, a piece-rate for a particular job for which it is impossible to lay down any general piece-rate for the district—are regarded as belonging to the functions of a Works Committee. Such a committee may thus deal (1) with the particular application in the works of a principle general to the district, and (2) with questions which are entirely peculiar to the works. But the general problem of the relations of Works Committees and Trade Union organisation is one that demands separate treatment, and it will accordingly be treated in a subsequent section.

The powers of the management and the powers of the local Trade Union organisation may be said to constitute two points more or less fixed, and the powers of a Works Committee are naturally determined with reference to these two points in ways that vary according as those points vary. Turning to the Works Committee in itself, we may distinguish two main types of function. In the first type a committee is primarily concerned with some one particular thing—a scheme of dilution, a system of bonus, or a method of profit-sharing. This does not prevent such a committee from dealing incidentally with other things. On the contrary, a committee on dilution will be led to discuss the wages of dilutees and other questions; a committee on a bonus system will be led to deal with time-keeping and other matters which affect the bonus. A committee, therefore, which is primarily and formally concerned with a particular thing may actually be something of the nature of a general Works Committee. When once an organisation is created, if only for a single activity, it will naturally become a centre for other activities; the management, finding a representative organisation which it can consult, may consult it on broader issues; and *vice versa* the representative organisation, meeting the management to discuss one issue, may readily tend to bring forward other issues. The tendency for this to come about is greater if the committee is one

* This does not mean that the Works Committee may not consider an alleged infringement of such conditions. This, as we saw previously, is one of the usual duties of shop stewards.

of shop stewards who are charged by their Unions with a general supervision of conditions.

In the second type a committee is from the first general in its range, and is formed to deal with the general industrial conditions of a works. One such committee has for its province (1) to enquire into grievances reported by workmen; (2) to bring before and discuss with the management grievances that it considers genuine; (3) to consider complaints about wages and piece-rates which concern individuals; (4) to consider questions relating to the health and safety of the workmen; (5) to consult with the management on the interpretation of awards, orders and circulars; and (6) to consider generally the conditions of work in the establishment. This may be considered to be fairly typical. Another committee, primarily concerned with piece-rates, has also dealt with questions of ventilation and sanitation, complaints about the decisions of foremen, arrangement of shifts and of hours of admission to the works, the allocation of piece-work and time-work, and the interpretation of official orders and circulars. Other matters handled by Works Committees include works discipline, especially timekeeping, methods of paying wages, hours of overtime, and the like. The questionnaire which is printed in the first Appendix contains a list of possible functions; and it may be said at once that different Works Committees exemplify all these functions and that some exercise functions which are not included in the list.

Instances may be cited of committees which are tending to exercise, or actually exercise, peculiar and interesting functions. In several cases Works Committees have made suggestions for economies in the running of machinery, and it is agreed on both sides that the committees have brought to light weak spots in organisation.* A striking feature is the keenness of certain committees, or of the more active members of these committees, to discuss the after-war situation, and this in relation not only to working conditions, but also to such problems as the proper employment of plant. Another case is equally interesting. This is the case of a works in which a Works Tribunal has been instituted in lieu of the Local Munitions Tribunal. The men elect a jury of twelve and a chairman; and this tribunal has been successful in bringing about a great improvement in discipline and time-keeping.†

* The same is said of Pit-head Committees—a form of colliery committee to ensure increased out-put—as may be seen from the report on these committees in Appendix II, p. 107.

† This is a very interesting matter, especially in view of the argument in the report of the N. W. Commission on Industrial Unrest, that *joint* committees of employers and employed would administer "industrial law" better than legal tribunals. The existence of a number of Joint Committees which exercise such functions has been mentioned (see p. 29). The particular interest of the above mentioned Works' Tribunal is that it is not a Joint Committee but is wholly composed of workpeople. The firm has no status in the court, merely appearing by its representative as it would in the Local Munitions Tribunal. Procedure is quite formal, and the firm's representative is expected to address the chairman as "Sir."

An incident in this works, though it does not bear directly on the matter of Works Committees, is indirectly of value as showing that consultation with the workmen may be of great service to the management. A question arose of the introduction of dilution into the works, and the men in the pattern-making shops objected to its introduction. They were interviewed by the managing director, who asked what alternative suggestion they could make for increasing output. They answered that they believed they could easily increase their output if they had additional equipment. A tool catalogue was put before them: they suggested the purchase of a number of tools costing in all nearly £2,000. The tools were bought, and the output was increased by 50 per cent. without dilution.

The range of functions which a Works Committee can efficiently undertake is necessarily indefinite, and a subject of contention not only between employers and workpeople, but also between different groups both of employers and of workpeople. Some of the questions on which there is considerable difference of opinion may be noted; they include questions affecting promotion, dismissal, the suggestion of improved processes, lectures and education in trade technique, and works discipline.

The question of alleged wrongful dismissal is already handled by the Trade Unions, and there is a considerable body of opinion among both workpeople and the employers that, at least in the first instance, it is a suitable function for a Works Committee. Dismissal for such a reason as alleged disobedience, it is argued, may be only a cloak for victimisation; reasons may be invented by a foreman in order to get rid of particular men. The claim is made that the other workpeople are likely to understand the psychological influences underlying such action, and that no such dismissal should be made until the circumstances have been discussed with the Works Committee. The situation in which slackness of work compels a considerable reduction in the number of employees is more complicated; on the one hand, workpeople complain that the opportunity is used by certain employers to get rid not only of the less efficient employees, but also of those who have shown themselves active in support of their fellows—that is, to cover up victimisation; on the other hand, employers complain that workpeople are exclusively biased in favour of the claims of seniority, and make little, if any, allowance for differences in efficiency. There would appear to be some truth in both contentions. A frank discussion would probably tend to remove the causes of the workpeople's complaints, and, at the same time, to produce a balance between the claims of seniority and of efficiency satisfactory to both employers and employees. What is perhaps even more important is a further argument; such frank discussion would lead to plans for the alleviation in the particular works of the effects of a general slackness. It is not contended that any general remedy for unemployment can be found on these lines; all that is

suggested is that local and individual effort may help to solve the problem. Dismissals due to the introduction of new machinery or new methods are perhaps of a kind with which a Works Committee might properly deal. Workpeople are ready to acknowledge the benefits due to improvements and yet naturally resent such improvements where they involve the destruction of their craft or sudden loss of employment. It may be suggested that what individual employers have done in the past—namely, to make arrangements by which the dislocation of livelihood is reduced—can be carried out more generally; and that in individual establishments adjustments for such a purpose are a suitable subject for discussion by a Works Committee. It is, of course, a subject of vital importance to the Trade Unions; it is indeed an aspect of the process of dilution as seen at work in the normal industrial conditions of peace time. Though the Trade Unions could not be expected to hand the matter over to a Works Committee, there appears to be room for the latter to deal with the question within certain limits.

The appointment of foremen is a question on which there may be said to be three groups of opinions. Many employers hold that it is purely a management question. The opposite extreme to this is the claim made by a considerable section of Trade Unionists that the workmen should choose their own foremen. A position intermediate to these two extremes is taken up by a certain number of employers and by a section of workpeople; the appointment (they feel) should be made by the management, but it should be submitted to the Works Committee before it becomes effective. Even this intermediate position, however, is not really a common position; there are differences of opinion as to the conditions under which the appointment should come before the Works Committee—that is to say, whether or no the Works Committee should have power to veto the appointment. Those employers who are prepared to submit such appointments to a Works Committee are for the most part of the opinion that this should only be done in order to explain the reasons for their choice. This, they hold, will tend to remove obstacles which might otherwise be put in the way of the appointment. A considerable body of workpeople, on the other hand, hold an intermediate position which comes nearer to election of foremen by the workpeople; they think that the Works Committee should have the right to veto the choice made by the management. A few employers consider that this—or even direct election—may be possible when a Works Committee, through the experience gained in consultations about such appointments, has learned to estimate all the qualities necessary in a foreman. It has already been mentioned that Works Committees very often discuss the conduct of foremen. The conclusion then reached, that such discussion was a desirable function for a committee, would appear to involve as a

corollary that of consultation about appointments. This latter function would tend to remove the necessity for the former.*

Among the results expected from the giving of a larger measure of responsibility for industrial conditions to the workpeople is a considerable increase in efficiency. This is said to be possible if the ability of the workpeople to suggest improved processes and methods is properly used. The experience of individual firms would appear to confirm this contention. Many firms have for years past had awards schemes in operation, and in certain cases these have stimulated important suggestions for improvements. The fact that the "suggestion box" is often stated to have proved a failure is not necessarily a condemnation of the idea; it may only mean that the somewhat mechanical and uninspiring device is in itself an inadequate stimulus. A comparison of the results secured in establishments more or less similar (so far as work is concerned) would suggest that the success of an awards scheme depends to a great extent upon the action of the management. Where the management gains the confidence of the workpeople, and has devised methods of considering suggestions which appeal to the workpeople, there is a much more powerful response than in works where, though there may be a suggestion box, these conditions are absent. Many employers and workpeople agree that a Works Committee may not only produce the atmosphere necessary to the stimulation of suggestions, but may also help to arrange for the proper investigation of proposals made by workpeople. In this connection, as in the quite different field of grievances, it would appear to be important that suggestions which look to be worthless should, nevertheless, be considered. To put the matter on the lowest ground, this will probably pay in the long run. The fundamental matter is that everyone should be encouraged to think about the processes and the organisation of the works. It should be noted that workpeople very commonly complain of the staff's attitude on such matters; any suggestion, they say, is apt to be brushed aside with the remark that they are not paid to think but to work. The obstruction in such cases may be a foreman or manager, and even though the higher management may be sympathetic, it may

* This question of promotion has been discussed in one aspect only, *viz.*, in relation to the appointment of foremen. It is, of course, much more general, and is in many of its aspects a matter of agreement between Employers' Associations and Trade Unions. Such agreements may regulate progress within a trade or a group of connected trades, and necessarily involve, among other questions, that of standard rates of wages. The discussion of promotion in this wider sense of the term could come within a Works Committee's functions: only where the Trade Unions make no conditions except the payment of standard rates—and then only within the limits of this condition. The promotion to foremanship may be said to be distinct, in that a foreman is a member of the management staff, and directly concerned with such employer's interests as the maintenance of discipline. The dividing line, however, is not well defined in certain cases, and the fact that certain Unions which largely control promotions among the men paid by wages have also organised the lower grades of the staff, paid by salary or standing wage, complicates the issue. In some of these cases certain Unions claim the right to intervene.

never hear of a suggestion. His mates also are sometimes not very encouraging to a workman with ideas. For lack, therefore, of encouragement, or because of actual discouragement, ideas of value are held back and the capacity for ideas destroyed. How best to arrange that suggestions will be guaranteed an adequate consideration is not a direct concern of this report, except in so far as a Works Committee may be employed for the purpose. It is doubtful whether a general Works Committee is a suitable body with which to discuss the value of a change in a particular process or machine, and the use of a small sub-committee for this purpose may be suggested. The argument has been used that a man will place his ideas before two or three responsible work-mates for their criticism, but not before a big committee. If the small committee thought the proposal sound, it would then go straight to the higher management. For more general questions of organisation, as distinct from questions of individual methods or machines, the general Works Committee, or in large works a Departmental Committee, would probably be a suitable body. Testimony to the value of suggestions made by both of these has been received from employers. A further suggestion with a direct bearing on this subject has been made; that the education which certain firms provide for sections of their staff, such as foremen and underforemen, might be extended to representative workpeople. This may take the form of educational lectures, which will widen the outlook of the specialised worker by showing him how his own activities fit into those of others and into the general plan of the establishment's activities.*

The attitude to a Works Committee's assumption of responsibility for discipline varies very considerably, both among employers and among workpeople. There is a considerable body of experience, and it would appear that, though there are examples to the contrary, Works Committees which undertake disciplinary functions usually do so with success. There is, at the same time, a very general demand among workpeople that, if Joint Committees are to discuss the bad timekeeping and other mistakes of the employees, they should have similar powers of dealing with faults on the side of the management. In a number of establishments committees regulate fines or deductions made from bonus because of lost-time, negligence, damage or other cause.†

A note of caution may be added. There is some evidence that a small minority of employers may endeavour to use a Works Committee in order more easily to impose penal conditions which are objected to by the main body of workpeople. This is opposed to the whole spirit which makes a Works Committee a success, and is bound to produce friction. A somewhat similar attitude is taken up by a small minority

* Another interesting feature in this connection is the development of Works Magazines.

† The settlement of deductions for damage, defect, &c., by work tribunals representative of employers and employed was recommended in the Report of the Truck Committee, 1908, p. 37 and p. 81. ([Cd. 4442].

of workpeople who appear to desire that no joint meetings should be held in an orderly or businesslike manner.

It may be added in conclusion of this section, that the opinion, and indeed the practice, of a number of firms inclines in the direction of *ad hoc* committees. It is held that this enables the firm to consult the men who are directly concerned, and that it has the additional advantage of giving greater reality to the consultation. When consultation takes place on an immediate and definite issue, it is said to result in practical and useful discussion; and the fear is expressed that consultation, in the absence of such an issue, may only be an empty form. The inclusion in such committees of the shop stewards who represent the classes of men concerned—as is often the case—gives a direct connection with the Trade Union or Unions whose standards may be affected.

VI.—RELATIONS WITH TRADE UNIONS.

Something has already been said in the sections dealing with the constitution, procedure and functions of Works Committees, concerning the relations between such committees and Trade Union organisation. The position is in certain respects somewhat paradoxical; the problem as seen by most Trade Unionists is that of strengthening the Trade Union organisation in the workshop, but, on the one hand, many employers prefer not to deal with the shop stewards in the works but with the outside Trade Union organisation, and, on the other hand, some elements in Trade Unionism prefer that it should stand outside the workshop and handle questions in each works from the outside, while some unionist shop stewards consider that their Works Committees should not be subject to any control of the Trade Unions. The general question of the relation and the relative weight and power of Works Committees and district organisations is one which is likely to be settled gradually in experience and actual working. Here it may be convenient to draw attention to some considerations which appear to affect this general question, particularly as seen in the engineering industry.

The first consideration is that the change in the conditions of working have made necessary the development of new machinery for collective bargaining. Since the questions for which this machinery is required are, to a great extent, peculiar to individual establishments, the collective bargaining, if it is to be done at all, must be carried through in each establishment. At the same time, unless the results are to impair the standard conditions which it is the business of the Unions to uphold, the work must be entrusted to representatives of the Unions. Thus there has come about a natural development in the functions of the shop stewards. Previously they had to see that no encroachments were made on standard conditions; now they may have

the more positive duty of participating in the settlement of piece-work prices in terms of these standard conditions.*

In regard to the changes just mentioned, and in regard also to dilution, the interests of the workpeople belonging to different skilled Unions are more or less the same. This, combined with the natural community in the works, probably accounts for the fact that certain apparent difficulties of representation are, as a rule, easily overcome. The impossibility of so representing different Unions on a Works Committee that satisfaction is secured to all is alleged to be such a difficulty. So far as the skilled trades are concerned—at least in engineering—the difficulty would not appear to be serious. In many cases where even a small minority only of the skilled Unions have *direct* representation there would appear to be no dissatisfaction.

As between the members of skilled and unskilled Unions the position is more difficult. There are several cases of two separate Committees of Shop Stewards—one representing the skilled and the other unskilled and semi-skilled men—in the same works. In other establishments, however, skilled and unskilled men vote for the same committee and act together as members. This would appear to be the most desirable arrangement. The case, however, in which a minority of unskilled men in each department is represented on a Works Committee by a skilled unionist is not exactly on a par with that in which a minority belonging to an unskilled Union is so represented. Apart from the fact that unskilled men are more likely to be distributed through all the departments, so that though in a minority they form a considerable proportion of the total number of employees, there is the further consideration that the similarity of interest and the community of feeling are not so pronounced. In many establishments the difficulty has apparently been surmounted; but in a number of others it is still a serious problem. The problem would appear to be one which cannot be settled by the men in each establishment—though they may provide valuable suggestions—and it must probably be left for the Trade Unions concerned to come to some agreement on the matter. For this reason a certain number of workpeople, both skilled and unskilled, consider that in cases where the difficulty is acute the policy of two committees is the best present working arrangement. The defects of such a system are perhaps too obvious to require particular mention. It may, however, be noted that the system obstructs very considerably that joint consideration of common interests and desires, to find expression for which is one of the main purposes of a Works Committee. It tends instead to concentrate the attention of each committee upon points of divergence of interest.

* The appointment by the men of a separate rate fixer, whose business it would be to arrange piece prices with the firm's rate fixer, is a suggested development towards which a movement is being made in one or two firms. In one large establishment, such a duplication is suggested by one of the firm's rate fixers as a very desirable arrangement.

The coming together into one committee of shop stewards responsible to different Trade Unions raises a number of questions. It is true that the rules by which Unions define the functions of their shop stewards are fairly uniform, and so long as a Works Committee respects the rules of the different Unions there is little fear of overlapping or confusion in functions. The general rule which determines the functions of a Works Committee in relation to Trade Union organisation has already been mentioned. As is said in the case of one Committee, "The Committee regard questions of general application, relating to rates of wages, hours of work or otherwise, which affect 'district conditions,' as beyond their jurisdiction. There is no formal rule to this effect; but this limitation of the Committee's power is well understood, and no difficulties have arisen."

It is thus the rule that general questions of district or national conditions are left to the Trade Unions, while the Works Committee deals with either the detailed application of these general rules within the works or with questions entirely peculiar to the works. On the whole, the information which is available would suggest that the division of jurisdiction is well understood and closely followed. There are, however, certain difficulties.

In the first place there is evidence of uncertainty as to whether or not a Works Committee should undertake certain functions; matters may sometimes seem from one point of view to be "branch" or "district" business, and from another to be "works" business. A tool-room bonus, for instance, may be arranged in a works between a committee and the works manager, and they may agree in regarding it as a works affair, while the local branch (or district committee) of the Union concerned may consider that it is a question of wages which demands their sanction. In view of the variety and complexity of bonus schemes which have been instituted in munitions factories, and of the possible reactions of these upon standard rates, there would appear to be some need for careful definition of a Works Committee's functions in this field.

There is some evidence also of actual conflict of authority. Such cases, however, would appear to have been given an altogether disproportionate prominence in public discussion, to the detriment of those whose main desire is to create a constitutional machinery suited to new and rapidly changing conditions. In a few instances, however, a Works Committee would appear to have been in doubt as to whether it was an independent organisation or one subject to Trade Union control. Thus, a Works Committee wholly composed of Trade Union stewards has made a demand for an advance in wages to which, under an alternative agreement made by the Trade Unions, the workmen represented by it had no claim. In one or two cases representations have been made to Government Departments for advances in wages and improvements in other working conditions in individual works,

independently of district or national machinery, though the works in question were known to recognise district standards.

It would appear that the uncertainty as to the real position and powers of a Works Committee in relation to the Trade Unions is, at least in the engineering industry, to some extent due to the fact that the various members of a committee may be responsible to many different Unions. Though, therefore, the Works Committee may aspire to be a unit of government, this is rendered difficult in view of the different and possibly conflicting authorities from which the members obtain their status. One suggested scheme proposes to overcome this particular difficulty so far at least as the Unions of skilled men are concerned. It would bring the committees in the various establishments under the district Engineering Trades Joint Committee, and confine membership of any committee to those organised in the Trade Unions affiliated to the district committee.* This question of the relationship of works to district committees is interesting also in view of the proposals contained in the Whitley Report. That Report advocates Joint National and District Councils and Works Committees; and the problem of the relations of the District Council and the Works Committee and their relative functions is one which will need to be investigated when measures are being adopted to institute such Councils.

The need for this consideration of relationships between Works Committees and the district Trade Union organisation would appear to be more necessary in certain industries than in others. It would appear, for instance, that in the iron and steel industry the fact that members in one works commonly form a branch of their Union, and that the secretaries of branches are usually—it may be in virtue of the office they hold—members of the Works Committee, makes the problem of inter-relations less difficult, at least for those Unions which are organised on the basis of works.

A point of procedure may be noticed. It is sometimes the case that a Trade Union official accompanies the representatives of the Works Committee in an interview with the management; or, again, a Trade Union official may attend the deliberations of a Joint Committee if the men so desire.† But this apparently is exceptional; and, as a rule, a Works Committee acts by itself, and refers to Trade Union

* See p. 124. In another case where the firm's proposals for a Joint Committee are being considered it is suggested that "the representatives of the Trade Societies shall be elected and retire in accordance with the rules for the time being of the Joint Committee of Allied Engineering Trades, and shall be subject to its constitution." In this instance the works in question is the only considerable establishment in the town, and the Trade Unions affiliated to the Allied Engineering Trades include the General Labour Union.

† It may also be noted that officials of the various Unions were members of the workmen's side of the Joint Committee formed in connection with a profit-sharing scheme instituted before the war by a well-known shipbuilding firm in a Northern town.

officials questions which are too large or too difficult to be settled in the works. It should, however, be noted that many trade unionists are of the opinion that the right of the Trade Union officials to attend committee meetings (or to inspect the minutes of a committee) is a necessary condition of the satisfactory solution of the question of inter-relations.

Two other questions which are involved in this problem of the inter-relations of Works Committees and Trade Unions call for notice.

The first relates to the victimisation of men who show themselves active as shop stewards or as members of a Works Committee. It is impossible to estimate to what extent such victimisation actually occurs, and this is partly due to the difficulty of defining what victimisation is. Workmen complain not only of victimisation, but also of the difficulty of bringing the charge home even when (they state) they have no doubt about the facts. For this reason many of them hold the view that, unless the Works Committee is properly related to and protected by Trade Unions, it cannot hope—in certain establishments at least—to discuss questions before the management with that sense of freedom which is essential to the success of joint deliberation. In this connection it may be noted that one of two reasons given for the short terms of office of the shop stewards and secretaries of committees in one industry (one and three months respectively) was the fear of victimisation. The other reason—in this the Works Committee appears to revert to the early forms of conducting the business of Trade Union branches—was stated to be the desire that everyone should take his share of office.

The other question relates to the allegations made by certain Trade Unionists that certain employers—more particularly in one or two industries—are fostering the growth of Works Committees in order to destroy Trade Union influence in their works. The danger, it is said, from the point of view of Trade Unionism is exactly the same as that which is believed to result from profit-sharing, *viz.*, that the workman is detached from his fellows and his power to obtain certain standard conditions is consequently weakened. The further charge has been made, in regard to one or two industries, that the employers were proposing, in the name of the Whitley Report, to form Works Committees without connection with the Unions, and from these committees to build up District and National Councils representative of employers and employed. It must, however, be emphasised that any such action is directly opposed to the proposals of the Whitley Report. These proposals look to the control of Works Committees by National or District Councils which, on the workpeople's side, would be representative of Trade Unions only; and, in order that Works Committees should be formed on lines satisfactory to the national organisations, the Report proposes that the formation of Works Committees should, as far as possible, follow, and not precede, that of the National and District

Councils. A logical application of this order of procedure may be impossible, but wherever individual employers find it desirable to form Works Committees before National or District Councils are instituted, the idea of the Whitley Report may be so far followed that such proposals should be brought before the Trade Unions concerned, and they should be asked to share in the formation of the Works Committee.

VII.—GENERAL CONSIDERATIONS.

The applicability of Works Committees to different industries is a matter of importance. During the war the discussion of them has been associated most generally with the engineering industry, and it is probably in that industry that, for reasons already stated, their development during the war has been most rapid. This development, however, has by no means been confined to engineering; and in certain other industries, for example, iron and steel works, there has been a marked increase. If we consider pre-war experiences, and include not only general committees formed for special purposes, but also sectional committees, it would appear that an industry in which committees had not been in existence at some time or other would prove the exception rather than the rule. In this connection one may note that in establishments in the distributive trades several committees have been formed to help in the running of profit-sharing schemes. It may also be noted that during the war one very large establishment has seen the development not only of separate Committees of Shop Stewards, representing the skilled and unskilled sections of engineering respectively, but of at least two other committees constituted on more or less similar lines. One of these is composed of shop stewards from the building trades, and the other of delegates from the clerks engaged in the various departments. The works in question is exceptional, not only in size but in certain other respects, so that it cannot very well be taken as an example. The specific representation of the building trades may, however, be put alongside the previously mentioned examples of informal committees constituted on big works of building construction. It may also be argued that if a committee is desirable in a distributive trading establishment for the administration of a bonus scheme, the same form of organisation may be useful for other general purposes. It may further be argued—and it is so argued by some—that a Works Committee is desirable in any establishment in which more than a certain number of people are employed. Whether the organisation is either necessary or desirable in every or nearly every kind of establishment is a question which the future must solve. Here it may be noted that at present considerations almost diametrically opposite to one another appear to determine the general absence of committees from different groups of industries; in some this would appear to be due to the absence or the weakness of Trade Union organisation, while in others the

strength of Trade Union organisation makes Works Committees unnecessary for the purposes which call them into existence in a number of industries.

The cotton industry is a case in point. Here the contiguity of the mills, and the fact that conditions are so uniform that district piece-lists are practicable, ensure that the strong district organisation (with its permanent secretary on both sides and its district committee on both sides) is adequate to those needs which in engineering, for instance, have produced the demand for a works organisation. The same problem of wages has necessitated in other industries, *e.g.*, certain of those coming under the Trade Boards Acts, direct State-enforcement of piece-rates. Though for this purpose a Works Committee may be unnecessary or undesirable in both groups of industries, it may be that other purposes will produce a similar form of organisation. It would appear that most of the needs to which reference has been made in this report are not quite peculiar to any one type of industrial establishment, but more or less common to all. Questions of foremanship may be given as one instance. Welfare is another; very many matters can be brought under its scope, and it seems likely that in future Works Committees will come to play a greater part in their administration.*

It may be suggested that the size of the works concerned is a factor of importance in any discussion of the range of application of a system of Works Committees. It is sometimes urged that Works Committees are only valuable in large works, in which the workmen number 3,000 or upwards. It is certainly true that the larger the works, the greater the help which a Works Committee can give in putting the higher ranks of the management in touch with the feelings and needs of the men. In a small works the manager will probably be able to familiarise himself with every detail of the work, and he will be brought into contact with nearly every workman. He may feel that he is already in close touch with the men, and that a Works Committee cannot make the touch closer. Even here, however, a Works Committee is likely to help. It will enable the management to discuss matters not with isolated individuals, but with the accredited representatives of the whole body of the men, and it may help to bring to light difficulties, needs, feelings and defects which might otherwise have remained concealed. A Works Committee may thus serve not to supplant, but to supplement, the advantages of personal touch, even in small establishments; while in large establishments, where personal contact is not so easy, the help which it may give is obvious. In any case it should be remarked that committees are to be found in works

* Since the above paragraph was written a movement to bring the union organisation more closely into relationship with the conditions in individual cotton mills has produced a scheme in the Oldham district. The proposal is to make shop (or mill) clubs an integral part of the district union, to deal with shop grievances, &c.

of very different sizes. One committee is concerned with workers in a single establishment to the number of 10,000 men; many are to be found in works in which the workmen number about 3,000; a number exist in works employing about 100 workmen.

To this may be added the expression of opinion of the owner and manager of a small printing office where the compositors' chapel (there is only the one chapel in the office) has at present only ten members. He is in direct contact with each of the men; but he has found it advantageous in the past to have the father of the chapel and one or two of the other compositors together "for a talk over tea." This, it may be said, is done in many small businesses. It may, however, be worth while to consider the advisability of putting such discussion on a regular footing even in small businesses. In the instance mentioned the employer proposes to make a trial of regular discussions. Probably the only generalisation one can safely make about the need for Works Committees in relation to the size of establishments is that the need increases with the size.

There remain two points of importance. One is the question of the practical success of Works Committees; the other the importance from that point of view of the human factor.

As regards the first question, evidence is forthcoming from all parts of the country—the Clyde, the Tyne, the Midlands, the Bristol, Manchester, Yorkshire, and London districts. As regards the second, this much is clear: success depends to a great extent on the existence of a spirit of counsel and understanding on both sides. If "the management door stands open" to all legitimate grievances, and if the men are ready to present their grievances and to take into consideration the difficulties of the management, the fundamental conditions are present. Much will always depend on the personalities concerned. Every human institution requires for its success the guidance of personalities. A Works Committee requires for its chairman or secretary—or, at any rate, one may say, ideally requires for its chairman or secretary—a man of personality, trusted by his fellow-workmen, respected by the management, with the spirit of service, and ready, in that spirit, to give his services freely in the cause of his committee. It requires no less a sympathetic and capable management, ready to listen, ready to weigh carefully, ready to take pains in discussion, and prepared to persuade and to be persuaded. It is one of the most encouraging signs of the times that on both sides such men have been found, and that, both among the management and the men, personalities have emerged to meet the needs of the institution.

Works Committees mean discussion; discussion takes time; and from this point of view it is sometimes argued that a Work Committee may tend to slow down the pace of industry; and, again, that it may be difficult to convince a committee of the value and the feasibility of a new idea or process, so that the way of innovation may be somewhat

impeded. These, however, are theoretical objections. In practice Works Committees—the evidence would suggest—have improved time-keeping and increased output, and in that way they have accelerated rather than impeded the pace of industry. In practice, again, they have been the opposite of conservative, and instead of checking change they have themselves suggested change. And even if they made the pace slower, or change more difficult, they have advantages that would compensate, and more than compensate, for these defects. They make for better relations and greater harmony, and these are the things that matter most to industry. More time is gained by the absence of disputes than is lost by the presence of discussion; more improvements can be introduced in an atmosphere of harmony than can possibly be introduced in an atmosphere of suspicion.

That Works Committees have, in the great majority of cases, tended to introduce greater harmony, and, through it, greater efficiency, is proved by the evidence of those concerned in their working. It is not denied that in some cases (though these are very few) Works Committees have failed. A few cases of such failure have been noted in committees instituted during the war for general purposes. In one of these the failure was perhaps due mainly to defects of machinery, and it is stated that the Works Committee may be resuscitated; in another the failure was due to deep-seated causes, which made success impossible, and the failure reflects no discredit on the institution. In almost every case, however, the testimony is to the opposite effect. Sometimes introduced with difficulty and amid suspicion, committees have established themselves and done service which is acknowledged even by their original opponents. By providing a channel for the ventilation of grievances at an early stage, and before they become acute, they have prevented disputes and strikes, and they have improved time-keeping and increased output. Nor is this all. The functions of Works Committees are not merely concerned with bringing grievances before the management, but also with a preliminary enquiry into grievances, in order to decide whether they are well-grounded and serious enough to be brought before the management. The work which they do in this preliminary stage is not the least valuable part of their work, and, far from hampering the management, it obviously does the reverse and relieves the management of difficulties and grievances it would otherwise have to face. Grievances are either nipped in the bud by being shown, upon discussion in committee, to be unfounded, or they are settled in discussion between the secretary of the committee and the foreman or head of the department, and in either case they never come to the main management. When grievances cannot be settled in this way—since, for example, they may involve the head of a department directly—there remains the possibility of access to the main management. The necessity for this has been emphasised by both representative employers and representative workmen; and upon it, so far as

can be judged, depends not only the removal of grievances, but (what is still more important) that really suggestive and constructive work which the signatories to the Whitley Report had in mind in recommending that workpeople should be given a larger voice in determining industrial conditions.

In more than one works the summary of opinion on a Works Committee—and that not on one side only, but on both—has been expressed in the phrase, "This is the best thing that has ever happened in the shop." Such a summary could not be given if experience had not proved that a Works Committee was more than a piece of machinery and something different from the old methods of industrial conciliation. It means that a Works Committee is felt to be something vital and something new—something that enlists the workers in real participation, and something that offers fresh promise for the future.

Appendix I

WORKS COMMITTEES.

QUESTIONNAIRE.

1. *Origin.*

- (a) When did the Committee come into existence?
- (b) Under what circumstances did it arise?
- (c) What procedure was adopted to put the proposal of a Committee before the employees (or management where the initiative came from the employees); and draft a constitution?

2. *Constitution.*

- (a) Is there one Committee only, or more than one?
If more than one what are their relations, if any?
In the case of each:—
- (b) Is it a joint committee, representative of management and employees, or a committee of employees alone?
- (c) In the latter case what arrangements exist for meeting the management?
- (d) In the former case does the workers' side constitute a separate committee, meeting apart from the joint committee?
- (e) How are the workers' representatives chosen? What classes, grades of workers, or departments are represented and in what proportion? Are any classes of workers not represented?
- (f) What representation, if any, have Trade Unions, as such, on the Committee?
 - i. Is the whole or any part of the membership of the Committee confined to Trade Unionists?
 - ii. Has any Union any part in the appointment of members?
 - iii. Is any full-time Trade Union official admitted to sit with the Committee, and if so, in what capacity?
 - iv. What is the relation (if any) of the Committee to the Trade Union stewards or delegates in the works?
- (g) How are the representatives of the management appointed?
- (h) What officers has the Committee, and how are they appointed?
- (i) What changes in the constitution of the Committee have been made since the establishment of the Committee, and for what reasons?

- (j) What changes in the constitution are desired by either side. and for what reasons?

3. *What are the Functions of the Committee?*

(a) i. Wages questions—

Piece prices. Bonus times.
Allocation of collective bonus.
Application of wage orders, &c.

ii. Working hours—

“Clocking.”
Breaks. Shifts.

iii. Allocation of work—

Piece and time. Demarcation.
Dilution.
Overtime. Short time.

iv. Works organisation—

Suggestion of improvements.
Discussion of proposed innovations.
Place of apprentices.

v. Discipline—

Timekeeping. Language.
Methods of foremen.

vi. Disputes—

Discussion of complaints.
Settlement of differences.

vii. Welfare—

Canteen management. Rest periods.
Sanitation. Works amenities.

viii. Any other functions—

(It is desirable to make the list of functions as comprehensive as possible for the purpose of comparison.)

- (b) Are the powers of the Committee specified in the constitution? or determined by the chairman? or unspecified?

- (c) Have there been any changes in the function of the Committee since it was established? If so, what were the reasons?

4. *Procedure.*

- (a) i. How, and by whom, are matters brought before the Committee?

- ii. Does the Committee meet at stated periods, or only when specially summoned? How is a meeting summoned?

- iii. If the firm is represented on the Committee, do the worker members meet separately before the joint meeting?

- iv. If the times of meeting are irregular, please state the number of meetings held during each of the last three months.
 - v. Do the meetings take place in employers' or in workers' time?
 - vi. How long does a meeting usually last?
 - vii. Is there any payment for attendance? If so, by whom?
 - (b) In case of failure on the part of the Committee to settle any question, to what authority is the question taken? Give an example of the stages through which a complaint could go.
5. *Relations with Trade Unions.*
- (a) What proportion of the employees of the firm are members of Unions? Of what Unions are they members?
 - (b) Does the firm recognise all, or any, of these Unions?
 - (c) Have the Union officials assisted or obstructed the establishment and working of the Committee?
 - (d) Is any provision made for the safeguarding of small sectional interests (such as the Scientific Instrument Makers in an engineering works)?

6. *General.*

- (a) The attitude of the management to Committees. On what occasions, if any, has the management refused to carry out a Committee's decisions?
- (b) Have the men in the works accepted or rejected a Committee's decisions?
- (c) The possibility and difficulties of dovetailing Works Committees into the existing Trade Union organisations.
- (d) Effectiveness and results of the establishment of Works Committees on the relations between employers and employed.
- (e) The desirability of separate Committees to deal with different types of functions (*e.g.*, wages questions, welfare, &c.).
- (f) Possible directions in which the functions of Committees could be extended.
- (g) The relation of Works Committees to unofficial Shop Stewards.

(*N.B.*—It is the suggestions and feelings of employers, managers, trade union officials and workpeople it is particularly important to collect. The investigator's own criticisms and suggestions should be embodied in a separate report.)

Appendix II

REPORTS ON INDIVIDUAL WORKS COMMITTEES, &C.*

(A) to (P)—Engineering, Shipbuilding, and Iron and Steel Industries.
 (Q) to (W)—Boot and Shoe, Woollen, and other Industries.

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* The statements given below are in some cases supplied by the firms, but in most cases have been compiled by the investigator on statements made to him by the management and representatives of the workers on the Committee. Wherever possible, pains have been taken to ensure that the statement accords with the views of all parties concerned with the Committee.

(A) MESSRS. HANS RENOLD, LTD., Burnage Works, Didsbury,
Manchester.

Industry: Engineering. Number of Employees, 2,600. Number of Departments and (in round numbers) average of workers in each—17 departments, 160 in each. Males 1,000. Women 1,600.

At this establishment there are three different committees:—

(1) The first of these is the "Council" of the Social Union of the Works, which includes about two-thirds of the whole body of the workers. The Social Union is managed entirely by its members, and has been in existence for the last eight years; it is concerned with games, recreations, and educational activities, such as the formation of study-circles; it is said to have done a valuable work in helping to create a feeling of community and to have prepared the ground for later developments.

(2) The second is a Welfare Committee, concerned with shop amenities, which came into existence about a year ago. This committee is a joint committee. On the worker's side there are 17 representatives for as many constituencies; each constituency is, roughly speaking, comprised of workers employed on the same sort of operation and in the same building, but men and women vote and are represented separately; the election is by ballot, and every worker (Unionist or non-Unionist) is entitled to vote. Trade Unionism is officially represented by a delegate from the Shop Stewards' Committee. The Secretary of the Social Union is also a member of the Welfare Committee. On the side of the management the Committee is composed of one of the partners in the business, the employment manager, the women's employment manager, and such of the assistant works managers as wish to attend; generally the number is about 6. The chair is taken by the chief representative of the management, and he provides the secretary; the meetings are monthly. The functions of the Welfare Committee are to advise the management on matters which it wishes to hear discussed, to bring to the notice of the management questions (other than those of wages and Trade Union matters) which the workers wish to have discussed, and to consider suggestions for improvements. The questions that have actually been discussed include the treatment of eye-cases, the provision of first-aid and the prevention of accidents, the provision of overalls, and the arrangement of the seats and the maintenance of order and comfort in the men's and women's dining-rooms. The members attend well; they meet in overtime hours at present, and are paid overtime wages for the time they spend at meetings, but it is hoped that in normal times the meetings will be held outside working hours and that attendance will be regarded as a form of voluntary service. It is possible that in the future a separate preliminary meeting may be arranged for the women representatives from time to time; it is possible, too, that in the future the management will absent them-

selves at every alternate meeting, in order that the representatives of the workers may discuss matters by themselves.

(3) The third committee is that of the Shop Stewards. This was formed by a spontaneous movement among the Trade Unionists in the establishment, at the time when the Welfare Committee was under consideration. Room has been found in practice for both, and the firm has from the first recognised the Shop Stewards' Committee. The Shop Stewards are elected by the Trade Unionists in the establishment; they are seven in number, but the number is likely to grow. At the invitation of the firm, they send one of their members to sit on the Welfare Committee, but it is worth noticing that otherwise the composition of the two bodies is distinct, and the same person has not been elected a member of both. The Shop Stewards elect their own chairman and secretary. While the Welfare Committee is concerned with shop amenities, the Shop Stewards' Committee deals with questions of wages and Trade Union matters in general. As soon as it was formed, the Shop Stewards' Committee asked and obtained the approval of the District Committee of the particular Union to which its members almost entirely belong. The Secretary of the Committee sends the names of its members to the District Committee, which issues a card to each entitling him to act as an official Shop Steward. The Committee meets (in the firm's time) at the beginning of each month, and after discussion sends to the management a list of the questions it wishes to have discussed; the management adds questions which it wishes to bring forward, and the head of the management and various managers then meet the Committee for discussion; but a meeting is held between the management and the Committee monthly, whether there is definite business or no. Sometimes foremen are present when a subject vitally concerning them is under discussion. From the point of view of the men the advantage of the committee is that they can go direct to the management, while before they could only go direct to the foremen. From the point of view of the management the Committee has, on the whole, conduced to smoother working of the establishment; and questions of the method of paying wages, of increased bonus, and of alleged victimisation of workers by foremen have been threshed out freely between the two sides. In connection with the position of the foremen, it is thought that it may be necessary to devise some scheme, such as regular meetings between the foremen and the management on any questions raised in the Committee which affect their position, in order to avoid any clashing between the foremen and the Committee. It is also thought that it may be necessary to draw up rules to determine the right of the Secretary of the Committee to enter departments of the works to consult with individual workmen about complaints. (These rules have since been drawn up and are contained in the following Note.)

Both the Welfare Committee and the Shop Stewards' Committee are used in this establishment as means for the announcement and explanation of intended action by the management. Announcements have been made, for instance, of new methods of grouping the work, and again of the appointments of foremen and the general grounds on which they are based.

NOTE.—REGULATIONS GOVERNING ACTIVITIES OF SHOP STEWARDS.

Meetings.

1. The Directors will give the Shop Stewards' Committee facilities for holding committee meetings, including the use of a room, twice per month, one such meeting to take place, unless otherwise arranged, on the first Wednesday of each month at 6.15 p.m.

2. The Management will meet the Committee, in general, once per month, such meeting to take place on the second Wednesday at 6.15 p.m. unless otherwise arranged.

3. The Directors will allow the Shop Stewards' Committee the use of one of the Works Dining Rooms twice a year, for general works meetings.

4. If extra meetings are desired, either with the Management, for Committee meetings, or for general shop meetings, application should be made to the Employment Manager.

5. In the case of the regular meetings of the Committee or the monthly joint meetings with the Management, if overtime is being worked, and a steward would have been working during a meeting, time spent at such a meeting will be paid for as though spent at work.

Procedure.

6. The Superintendent is the executive authority in each department, and his instructions must be obeyed, even though a Shop Steward considers an order unreasonable. In such a case the constitutional procedure is to obey the order, and to lay a complaint or call for investigation afterwards.

7. Stewards have the right to make any complaint or suggestion to a Superintendent with regard to the rules he makes, his treatment of any individual or individuals, his application of general shop rules or policy, &c.

8. In no case will a Superintendent refuse to listen to and investigate any *bonâ fide* case brought forward by a Shop Steward, and to give him an answer.

9. If a steward is not satisfied with a Superintendent's handling of a question, he may refer the matter to the Shop Stewards' Committee for discussion, if the Committee so desires, with the Management at the next monthly joint meeting.

10. It is considered highly desirable that the Stewards should get as many questions as possible settled direct with their own Superintendents. This does not mean that matters under discussion can be allowed to drag out unnecessarily, and when feeling is running high the Shop Stewards should take up a question immediately with the Employment Manager or the Works Director, but always with the cognisance of the Superintendent.

11. When a complaint is made by a Steward to a Superintendent on behalf of another individual, it must be understood that the Superintendent has every right to discuss the matter direct with the individual concerned. This is not intended as a means of putting off the Steward, but is a statement of the Superintendent's right and duty to maintain the most intimate and friendly relations possible with each and all his men. In such a case no decision will be come to between the Superintendent and the individual except jointly with the Steward.

Similarly, every man has a right to approach his Superintendent direct, without asking the help of the Steward of his department, if he so desires.

General Arrangements and Discipline.

12. The Management desires that Shop Stewards shall have such reasonable facilities as are necessary for carrying out their functions, and expects that in return these will be exercised in such a way as to involve a minimum of interference with their work.

13. Meetings, formal or informal, cannot be held in working hours, except by special permission, and men should not bring grievances or questions to their Shop Stewards during working hours, but should wait for the next break.

14. Shop Stewards may visit the Secretary of the Shop Stewards' Committee during working hours on notifying their Superintendent. Similarly, the Secretary may visit any of the Stewards on notifying his Superintendent. Each Steward is expected to make arrangements mutually satisfactory to his Superintendent and himself for the notification of visits when the Superintendent is temporarily absent from the department. The time spent in visiting should be restricted as much as possible, and must not be made an excuse for inefficiency of work.

This arrangement is subject to reconsideration, should the number of Stewards in the works exceed 10.

15. When decisions are taken at a joint meeting with the Management, Shop Stewards shall not announce same to their men until the dinner time of the following day, so as to give time for the Superintendents to be made cognisant of what transpired.

These regulations are subject to revision at any time by arrangement between the Management and the Shop Stewards' Committee.

HANS RENOLD, LTD., Manchester.

20th October, 1917.

(B) MESSRS. ROLLS-ROYCE, LTD., DERBY.

Works: Engineering; Motor-cars. Employees: 6,000. Departments: 35 to 40 have shop stewards of their own, but from the point of view of the management the departments may be enumerated as about 80, with about 300 men in the largest (the test department) down to about 20 in the smallest. General labourers (including women) about 500. Women: About 1,500 (of whom about 100 are general labourers).

1. This establishment is very strongly unionist, and before the war 98 per cent. of the employees were unionist—a figure which has sunk a little during the War owing to dilution. The relations between the management and the men are described by both sides as “of the best.” The works would appear to be regarded by the labour opinion of the district generally with distinct favour.

The Committee at the works is one of Shop Stewards (just as the Committees at two other establishments here described—those of Messrs. Hans Renold and Messrs. Barr and Stroud—are also Committees of Shop Stewards). The interesting feature of this Committee of Shop Stewards is that it goes back to a period previous to the war. It originated as follows:—Originally individual workmen laid their grievances before the management, bringing (according to the general habit) a companion to help them to state their case. As time went on, men who were recognised as good companions to bring were sorted out, and they became semi-official advocates. About 1912 or 1913 this informal system developed into a recognised Committee of Shop Stewards. This Committee is what exists to-day. There is little difference in the present system from what was usual before the war.

2. Each department elects its own Shop Steward, the total number of whom is nearly 40. There are about nine different unions with Shop Stewards; but more than half of the Shop Stewards belong to the A.S.E. The fact that there is a majority of A.S.E. Stewards has apparently produced no difficulty. The various Shop Stewards form a Committee, with a Chairman who bears the name of convenor. On questions affecting a particular department or departments, the convenor interviews the management, by appointment, along with the Shop Steward or Shop Stewards concerned; while on questions affecting all the works, he interviews the management, by appointment, along with all the rest of the Shop Stewards. There are no fixed or regular meetings with the management, but there are frequent meetings none the less.* The motto of the management is, “the door of the management is always open,” and this motto is acted upon. There are no women among the Shop Stewards (though it should be noticed that the Shop Stewards bring a woman representative with them to see the

* There was a system of fixed and regular meetings at one time; but this fell through, partly because there was not always business, but largely because the convenor of the shop stewards and the works manager were both busy men, and were often unable to attend.

management when they are discussing a question that affects women); but the women employees have direct access of their own to the management. They can come one by one, or in twos and threes (to raise questions of ventilation and heating, for instance); and they always receive a hearing.

3. The functions of the Committee are large and undefined. They bring forward anything which they think a fit matter to be brought before the management. A question may sometimes arise with the management whether such-and-such a question really is a fit question; there is then a discussion, and it is generally settled by the application of common sense whether the question shall or shall not be entertained, but there seems to be no rule regulating the matter. The management discusses with the Committee, or those of it concerned, changes of process; while the men, according to the view of the management, "have helped the management in many cases on knotty problems of output, and have made suggestions which were acted upon," besides bringing up complaints of the men and cases of hardship. Among specific matters handled may be mentioned the following:—

(a) *The base times for premium bonus work.*—This system prevails throughout the works; and if the base time cannot be settled between the foreman of the department and the workmen, the matter is brought by the Convenor and Shop Steward of the department before the management.

(b) *Dilution.*—The Shop Stewards have protested against the principle but they have made an amicable arrangement with the management in every case, it being understood that a record of changes was duly kept. The wages of dilutees have also been discussed in conferences of the management and Committee.

Much is settled with the foremen in the department concerned, and never comes before the management. Relations with the foremen have not been particularly difficult. Some of the foremen resented the action of the Committee of Shop Stewards until it was pointed out to them that the Shop Stewards "did not wish to press too far." There have only been one or two isolated instances of conflict; and in one case (which appeared to be the main one) the foreman left the works. The Convenor of Shop Stewards has the right to go anywhere in the establishment without notifying the foremen.

4. The procedure of the system has already been incidentally described in large measure. When any point arises in a department, it is reported to the Convenor (who is elected by the Shop Stewards from their number), and if it cannot be settled in the department, it is brought before the management in the way described above. Complaints or requests from the management go to the Convenor, and are discussed by the Shop Stewards when he brings them before a meeting. Meetings with the management are in the employer's time, generally in the afternoon, and may last from half-an-hour to 2½ hours. The

management has always carried out the decisions arrived at in a meeting with the Committee; and the general body of men in the works have accepted these decisions.

5. The relations of the Committee with local trade unionism seem to present no difficulties. The various societies represented in the works—A.S.E., Patternmakers, Coppersmiths and the rest—have worked together; and the Shop Steward system is part and parcel of the official Trade Union organisation of the district. The District Committee of the A.S.E. does not issue cards to the Shop Stewards, as it does in other areas. Extremists are sometimes elected as Shop Stewards, but they generally mix with the rest; they are a live element, and responsibility steadies them. A man who proves a poor Shop Steward does not carry weight, and will generally be dropped by his constituents. There is thus no need for the issue of a card by the District Committee concerned or for the threat of withdrawal of such a card. The relations of the Shop Stewards at the establishment with the Trade Union authorities are generally good, and every question unsettled in the establishment goes to the local District Committee or Joint Committee of Allied Engineering Trades.

It may be added that there is a Mess-room Committee at the works, some four or five years old, appointed by the vote of all who use the mess-room; but it has no particular importance.

(C) THE PHOENIX DYNAMO CO., LTD., THORNBURY, BRADFORD.

The Phoenix Dynamo Company is a firm employing about 4,000 employees. In addition to its ordinary product, the firm is now producing miscellaneous munitions supplies. The following statement, which the firm has sent to a number of employers, has been supplied to the Ministry for publication:—

28th December, 1917.

A SHORT DESCRIPTION OF THE PHOENIX SYSTEM FOR FIXING PIECE WORKS PRICES BY CONTINUOUS ARBITRATION.

Preamble.

There is surely no question so vital to engineering and kindred industries as that of the fixing of piece work prices. It would probably be accurate to say that in the period immediately preceding the war most of the prejudices, both on the employer's part and that of the men, to some system of payment by results were in a fair way to be removed. The increasing competition in business, with the resultant necessity for selling on fine margins, together with the fact that experience was proving that because a man was working piece work the quality of his work was not necessarily suffering, had already converted most of the employers.

The chief outstanding difficulties were those of organisation, and much of the remaining prejudice on the part of labour towards schemes

of payment by result was the result of unscientific and amateurish systems of estimation of the time necessary to carry out any particular job by the employer. Consequently one got side by side in the same shop astounding inequalities of earnings which caused great discontent. It was the double-time man who caused the time-and-a-quarter man to throw down tools, and the employers, prevented by agreements from reducing prices, are obviously unable to increase all the prices to double time in order to remove the discontent. The employer, therefore, urged often more by despair than a desire to break his agreements about price reduction, adopted subterfuges to reduce the times which were too high. This often took the form of splitting the job into sections and altering methods of production in a minor way in order to reduce the time allowed, and thus the confidence of the workers was lost by this evasion of the real spirit of the agreement.

Even to-day the predicament still exists, and the problem of the price, which is unreasonably high, and the discontent caused amongst the remainder of the men, is extraordinarily difficult for the employer who wishes to observe not only the letter, but the spirit of his undertakings not to reduce prices.

On the other hand, labour, with its greater facilities for discussion between individuals and the absence of any motive to prevent complete interchange of information, such as unfortunately exists amongst employers, has been enabled to bring great pressure to bear upon the employer for the rectification of a price which can be proved to be unremunerative. The same cohesion amongst labour, coupled with the fear amongst employers that workmen are only accepting payment by results under sufferance, and might some day refuse to continue such a system, has made the employer very fearful of pushing forward with any system to deal with the straight problem of the reduction of an excessive time.

Since the war, and without, possibly, a full appreciation of the precedents which are being created, employers, weary of the responsibility for so much price fixing and the dangers of labour unrest in their works, have compromised the most difficult jobs either by a group bonus on the whole of the wages paid, or by saying to individuals or group of individuals, "We will pay you time and so-and-so whilst you are on with this work." Some aeroplane factories working on a group bonus on total output are paying their men as much as time and three-quarters, whilst their output per man is well below that of other aeroplane factories on ordinary day rates.

It is fatally easy to act in this amateurish way whilst prices are high and excess profits can be used, but any experienced organiser or worker, either employer or employed, knows that this condition cannot last after the war. It is this prodigal use of "time and a something," without any definite guarantee that that amount of work had been carried out, which has destroyed the whole of the principle of the

minimum wage. Competition on day rates being eliminated, a competition between employers as to who can give the most foolish piece-work price or the highest bonus per hour on some theoretically imperfect group bonus scheme has taken its place. The best type of labour realises that the badly organised piece work or bonus system is, in the end, as inimical to his interests as it is to those of the employer. So much for the money side of the question.

There is, however, another point which should be given its true value. One of the greatest objections to present piece-work systems is that the employer works out the price in secret, writes down the time on a card, and this settles the price. Now, the men feel that payment by results is a bargain and that it is not within the province of the employer or the employed to state arbitrarily what the price is to be. The fact that most employers are quite prepared to explain politely and sensibly to any workman how the price is made up does not meet the theoretical objection to the system, and the end of what should be a perfectly logical and simple business transaction is often an altercation with a "take it or leave it" as the employer's last word.

Another position which is often created as a result of a failure to agree about price is a steady opposition more or less furtive to the whole system. Assuming, however, that the system of piece-work fixing is so accurate that every workman secures a fair return for his labour, the theoretical objection of organised Trades Unionism to any arbitrary settlement of the price by the employer still remains.

A TABULATION OF THE MAIN DIFFICULTIES.

- (1) Unscientific price fixing.
- (2) The absence of proper machinery for appeal which is quick in action and not cumbersome in operation for the rectification of—
 - (a) a price which is too low;
 - (b) a price which is too high.

Of these (b) is essential if the employer is to be able to preserve towards the men absolute straightforward dealing. The employer must have means which will enable him, without even a suspicion of stealth, to reduce a price without necessarily changing the method of manufacture.

The following is a system which has been working for some time, the terms of which were drawn up by the aid and co-operation of the principal Union of metal workers and the firm concerned. It is capable of considerable extension and improvement, and is a sincere attempt to solve an exceedingly complicated but absolutely vital problem.

Financial Basis of Prices.

The men had pressed for a guaranteed time and a half. To this we could not agree. Eventually it was agreed that times should be fixed so that an average man could earn time and a quarter, and a

really good man should have no difficulty in making time and a half. The following is the agreement reached between the principal Union of metal workers and ourselves concerning the scheme :—

On getting out a new job we would calculate the feeds and speeds which were suitable for the tool on which the job was to be performed, and then put forward the time to the man who had to do the job, saying: "This is the time we offer; you are not bound to accept it and can appeal if you like. In this event you go to the Time Study Office, where the man who has dealt with the job will go through the detail of his calculations, and if he has made a slip will at once put it right."

Our time fixing is not infallible, and the men can help us by pointing out errors. If, however, we are unconvinced that the price is unreasonable, and the man is equally unconvinced that it is reasonable, he can then say, "I want this job to go to Committee." The time offered by us would then be put on the card as a temporary time, and the decision of the Committee would be added on or taken off the time agreed by the Committee when their decision has been given. In any case, however, the man has no object in hanging back, because no evidence as to the time taken on the job between the price being fixed and the Committee being held is available for the Committee.

The Committee consists of 3 of the firm's representatives and 3 workmen's representatives consisting of the man concerned and 2 workmen selected by him who are operating the same type of machine or whose work is closely allied to the work in question. In a dispute of a Milling Machine price, the man and 2 other millers would attend.

The Committee is to be held within 2 days of the complaint. In the event of the Committee failing to agree it is then up to the firm to demonstrate in their own works that the time is fair and that time and a quarter can be made on it. The question of outside demonstrators being employed was raised, and it was agreed that only in the case of new tools bought from the makers on guaranteed times should outside experts be brought in. The firm have the option to decide whether, in the event of the Committee failing to agree, the demonstration of the time shall be done in the shop itself or alternatively in a demonstration department. It is further agreed that, in addition to the Committee being a means by which workmen can secure awards as to prices which are too low, the firm have the same privilege with regard to prices which are too high. In the event, however, of the firm petitioning for the reduction of a price and bringing the matter to a Committee, it is understood that any reduction which is made in the time shall be put on to another job on which the workers cannot do as well. This is accepted without demur, as it shows a desire, at any rate, to try to equalise the position as between man and man and also from the firm's point of view.

The above are the terms of the understanding arrived at and the following observations may be interesting.

The whole point about this system is that the rate fixers shall get into their heads the fact that they are not telling the men how much they, as representatives of the Almighty, agree to allow for each job, but are in the position of buyers who, having worked out what they think is a fair price for a commodity, make the man an offer for it on those terms.

A great deal can be done in making a Time Study Department a really nice office and insisting that the man is treated really courteously. One of the great difficulties is to get personalities definitely removed from the transaction. A discussion that starts about the price of a job often finishes by two men staking their reputation as craftsmen and their experience as workmen that they are absolutely right.

The rate fixer must be made to feel that it is not a disgraceful thing to alter his price. The friendly spirit is extremely important, and unduly conceited rate fixers with the manner of a general manager have not proved invariably successful. The surprising part of the scheme over the period in which it now has been operating is the very small number of Committees which are held. It would appear that a very stupid workman who goes to the Time Study Office to argue with the rate-fixer, or a very thick-headed rate-fixer, are either of them rather afraid of what a Committee would decide about their particular case, and so whichever party feels himself to be technically weakest in the argument appears to give way. At any rate, the number of Committees is incredibly small. It may be argued that this is because the prices are fixed on so generous a basis.

The average in the whole of the shops concerned ranges from 27½ per cent. in the worst case to 52¼ per cent. in the highest average case.

The provision by which an employer is allowed to reduce a price (provided that he adds the time so reduced on to some job which is a lean one) has the advantage that after a time you get a certain number of hours on the men's side of the ledger, and this is a sort of accumulation of time in the bank. By this means cases of special hardship can be dealt with by adding some of the time on to the lean jobs.

The composition of the Committee from the employers' point of view should vary from time to time, and the superintendents of the shop will be well advised to keep their eye on the cases coming up for Committee. It sometimes happens that a very good workman indeed has become pig-headed about his particular job, and whilst the rate fixer may be exactly right, it may be advisable to humour the man in question. The very fact of the man's all-around excellence and his status of a workman makes it advisable to keep him friendly to the scheme. In cases of this sort, where a certain amount of feeling is present, it is advisable for some fairly high official to sit as one of the employer's representatives and tactfully (whilst saving the rate-fixer's

face as much as possible) leave the Committee to humour the man somewhat. These cases have proved to be very rare, but the employer has so much to gain from the system generally that he must be prepared to stretch a point, without saying he is doing so, to meet very difficult cases which come up to Committees. One case in point:—

An extraordinarily skilled aeroplane metal worker brought a case up to Committee, where the rate-fixer was an equally skilled metal worker and a member of the same Union. The matter had obviously become more a question of which of the two men was a fool than the question of the price, and it is in cases of this sort that a tactful official can be so valuable on the Committee.

If any employer will put himself in the position of a workman who, on being offered a price, thinks it unfair, and who has either to take it or else put himself in opposition to his foreman and others, he will appreciate the value of some such scheme as the above to the workmen. Under the present scheme a man so placed is either satisfied by the Time Study Office or not, and if he is still dissatisfied he can ask for a Committee and go back working on the job without quarrelling either with his foreman or anybody else.

(D) MESSRS. BARR AND STROUD, LIMITED, ANNIESLAND, GLASGOW

Industry: Engineering. Number of Employees, 2,350, of whom 275 are women.

This firm has, and has long had, an admirable system for the education of its apprentices, and it is noteworthy that several of them, during their apprenticeship, have taken the Bachelor of Science Degree in the University of Glasgow.

The firm has also, like the shipbuilding firm of whose organisation an account is given under (O) below, a system of awards for suggestions made by their workmen, which has been at work for many years.

There are two workers' Committees in the establishment:—

(1) The first, which is called the Shop Committee, might also be designated a Welfare Committee, and has been in existence since about 1900.

Its constitution and rules are set forth in the published Book of Rules of the firm. Briefly, it may be said to deal with shop amenities. It controls the Sick Benefit Society, the fund for distress, and all other funds of a like nature. It controls the management of the canteen and the rifle club and handles all social arrangements for entertainments, picnics, and the like. The Chairman is one of the Directors. He can veto the discussion of any matter; but he has never once had to exercise this veto. No Trade Union questions—no questions of wages or application of Trade Union Rules—come before this Committee. The Committee meets regularly once a month, and oftener if necessary. There are various sub-committees appointed by the Shop Committee to deal with the various activities.

(2) In March, 1916, when dilution was started, a second Committee was formed, called the Industrial Committee. As it is professedly in existence for the war period only, nothing is said about this Committee in the Book of Rules of the firm, but the following description may illustrate its chief features.

The formation of the Industrial Committee was helped by the good relations and the community of feeling engendered by the working of the existing Shop Committee. The Industrial Committee is based essentially on Trade Unionism and the Shop Steward System. The twelve representatives of the men are elected entirely by the Shop Stewards, some forty in number, of the different Unions. There is thus no system of election by all the workers and the Committee is not representative of all the workers, but on the other hand there is a definite nexus established with Trade Union sentiment and organisation. Two Directors of the firm and the head foreman sit with the twelve representatives of the men. When there is business to transact, meetings of the Industrial Committee are held on Tuesdays at 11 a. m. and the men's representatives are paid as usual during the time occupied at the meetings. The members of the Committee hold office for one year. There are two Chairmen, one from the men's representatives and one from the firm's, and they preside at alternate meetings. The only other officer is a Secretary elected by the Committee.

The following list contains some of the questions treated by the Industrial Committee during the past eighteen months:—

(1) The question of the Convenor of Shop Stewards going into other departments for discussion of grievances. This was discussed and the result was the formulation of regulations (*see* Note (i)); similar rules are also contained in Note (ii) in respect of the "Shop" Committee).

(2) Wages of women and girl employees.

(3) The record of changes in practice.

(4) Questions arising from the premium bonus system.

(5) Appeals against dismissal.*

(6) The question of men forgetting to clock on and of whether they should receive wages for the period for which they had forgotten to clock on.

(7) The question of working overtime on Saturdays. The Committee agreed to refer this to a general *plebiscite*.

(8) The question of wages of apprentices.

(9) The question of rules for night-shift work; *e.g.*, whether men could leave a little before the closing time to catch a train.

It is obvious that the functions of the Industrial Committee are important; it is one of the most advanced works Committees in

*Only one case has arisen. Here the firm refused to go back on its decision, but was ready to explain its action. This was done. The men's representatives then asked if the man in question might receive a clear character; this was given.

existence. Questions of wages come within its scope (under 2, 4, 6 and 8 above); and a question recently under discussion was a proposal that there should be a guaranteed premium bonus.

A question which has recently arisen is that of the relation of the Industrial Committee to the local Trade Union organisation.

This Industrial Committee is deserving of attention; first in its constitution—based as it is on the Shop Steward system—and secondly, in its influence on the works, which has been large and far-reaching.

It is interesting to notice that the system of Messrs. Barr and Stroud, Limited, is very like that of Messrs. Hans Renold, Ltd. Both have two Committees; both assign to one Committee the consideration of shop amenities, and to the other questions of work and wages; both base the second Committee on the Shop Steward system.

An immediate and important result of having such an Industrial Committee is that grievances that might otherwise generate bad feeling are brought at once to the attention of the Directors. The trivial surroundings of grievances are brushed off, and the real principles underlying the questions under discussion are arrived at.

So far, the Industrial Committee and the Shop Stewards have quite naturally declined to deal themselves with matters of discipline; but in cases where they have declined, they have actively upheld, or at all events not hindered the regulations imposed by the firm.

NOTE (i)—REGULATIONS FOR LEAVE GRANTED TO SHOP STEWARDS TO DEAL WITH COMPLAINTS

(1) If any employee has a relevant complaint to make about his work, sufficiently important to bring before a Shop Steward, he must communicate only with the Shop Steward of his own Department.

(2) If the Department Shop Steward thinks the complaint requires attention, he will send for, or fetch, the Convenor of Shop Stewards, who, when possible, will tell the foreman of the Department to which he is called that he has been summoned on Shop Steward business.

(3) If the Convenor of Shop Stewards, after consultation with the Department Shop Steward and the complainer, thinks the complaint requires further attention, he will call a meeting of Shop Stewards to consider the matter.

(4) If the meeting of Shop Stewards thinks the complaint requires still further consideration, the Convenor will bring it before a meeting of the Industrial Committee or convene an emergency meeting of the Industrial Committee in order to lay the complaint before the Firm.

(5) The foremen are instructed by the Firm that they are to grant the facilities referred to above; but if they think that these facilities are being taken advantage of, they are instructed to inform the Firm so that the representatives of the Firm may draw the attention of the Industrial Committee to it.

BARR AND STROUD, LIMITED,

(Signed) HAROLD D. JACKSON, *Director*.

NOTE (ii)—NOTICE

TO MEMBERS OF THE STAFF AND TO FOREMEN AND MEMBERS OF THE SHOP COMMITTEE.

In connection with their duties as Members of the Shop Committee, it is sometimes necessary for the Members of the Shop Committee to go into different departments of the shop to enquire into matters connected with the well-being of the employees.

In such circumstances the Members of the Shop Committee should always inform the Chief of the Department or the Foreman into whose Department they go, that they are on Shop Committee duty, and in such circumstances the Foreman will not unreasonably withhold permission.

The Firm rely that Members of the Shop Committee will be careful never to abuse this privilege.

Each Member of the Shop Committee is provided with a ticket of identification.

BARR AND STROUD, LIMITED,

(Signed) HAROLD D. JACKSON, *Director*.

(E.) A LARGE ENGINEERING ESTABLISHMENT—DILUTION COMMITTEE

Seven Departments, employing over 10,000 workpeople.

1. The Committee at this establishment should properly be described as a Dilution Committee. It came into existence in February, 1916, and though matters other than dilution are occasionally brought before it, its primary function is the regulation of dilution.

2. The election of the Dilution Committee consists of two stages:—

(1) In the first place, Dilution Delegates were elected on the basis of two delegates for each shop by all workers, unionist or non-unionist (including women*), in every department or shop.

(2) In the second place, the delegates select five representatives to represent them on a Joint Dilution Committee, on which also sit an equal number of the management. At first there was an agreed external Chairman but, subsequently, the senior manager present acted in this capacity. There was found to be the objection that if an external Chairman is appointed whose decisions are accepted, arbitration within the works is set up for dealing with matters which should be entirely within the jurisdiction of the management. A member of the management presides and another member of the management is Official Secretary, and is responsible for the official minutes and the notification of all

*The women in one department did not vote, but that is due to difficulties of time and place. If their hours had been different and the department had not been at a distance from the rest they would have voted.

dilution questions. He is also responsible for all communications with the men's Secretary. On the men's side there is a Chairman and an additional representative who acts as the men's Secretary, but has no vote.

3. There are no regular meetings of the Joint Dilution Committee; it meets when either side asks for a meeting. (Some questions raised by the men's secretary may be settled at once by executive action and without a meeting, if the case is a clear one, and the action will be simply reported at the next meeting.) The minutes are kept by the Official Secretary appointed by the management. The men's Secretary takes informal notes. The minutes are generally circulated a week before a meeting to enable the men to consider them prior to the meeting and raise at the meeting any points arising therefrom or to which they do not agree. Sometimes there are meetings once a week, sometimes once a month or even at longer intervals.

4. The functions of the Dilution Delegates are to supervise the introduction of dilution and the wages paid to dilutees. The delegates may complain, for instance, about a foreman introducing dilution without proper notice, or as to the rates paid to a dilutee or to the manning of a lathe by a dilutee. If any question arises about the rates paid to a dilutee, they refer to the Dilution Certificate sent to them, on which this rate is stated. In no instance are they allowed to ascertain the rates paid to men or women other than dilutees. On the whole no insuperable difficulty has arisen between the Dilution Delegates and the foremen. This is chiefly due to the tact displayed by the management and the men's Chairman, but many times there have been grave difficulties owing to the action of certain of the younger delegates and foremen.

The Joint Dilution Committee deals with all important matters arising out of dilution which come up to it (as a rule through the men's Secretary) from the delegates.

5. To what has been said above, it should be added that the whole procedure of the Committee is necessarily elastic, and dependent on personal tact and contact rather than on a formal constitution. There is, for instance, no fixed tenure of office for the men's representatives; if their action or constitution were challenged, as it was in a case when the members of the United Machine Workers' Association claimed representation, they could, and did resign, and a new election was held. The same Committee as before was elected. The men's representatives on the Joint Committee, if they consider any proposal involves an important question of principle, ask to have a matter referred back to the Dilution Delegates for instructions, or, if the question is comparatively unimportant, may agree to settle it off-hand.

The Dilution Committee here described is obviously of a special character, and under the peculiar conditions the Joint Dilution Committee has been fairly successful. It works easily and informally.

Confined in form to questions of dilution, it finds it easy to discuss other questions and to deal with works conditions in general on occasion; for instance, in a case where the firm had submitted a proposal for a bonus on output to a large number of setters-up, the men asked their Dilution Committee representatives to take the question up and discuss the matter with the management.

The men's representatives on the Dilution Committee have prevented many threatened strikes developing in various parts of the works, either by their direct intervention or by calling the attention of the management to trouble that was brewing.

In the firm's opinion, the value of the work to be done by such a Committee depends on the men's representatives being educated and fair-minded men.

It must be remembered that this Committee is essentially a Dilution Committee and not a Works Committee. The representatives may, *de facto*, be shop Stewards, but they are chosen by all the employees, including skilled, semi-skilled and unskilled workpeople.

The Dilution Committee does not represent the steel smelters, steel, iron and brass foundries, smiths and strikers, and one or two other trades. If it were to become a Shop Committee it would probably have to be increased and represent all trades and the foremen. In the firm's opinion the constitution of such a Committee, so as to secure the best results, would require very careful consideration.

(F) AN ESTABLISHMENT MAKING MOTOR-CARS AND AEROPLANES

The firm makes motor-cars, aeroplanes and aeroplane engines. The present number of employees is about 3,500, of whom some 600 are women and some 150 general labourers. The others are skilled or semi-skilled.

The Committee dates back to 1908. It arose from a dispute which resulted in a strike. The directors had had no idea of the trouble, and in order that in the future such a position should be made impossible the Works Committee was formed. District Trade Union officials took an active part in the formation of the Committee.

The Committee consists of 22 members, one from each department.* Each member must be a Trade Unionist, but voting is open to all men, whether or not Trade Unionists. The women do not have votes. There are members of 26 Trade Unions in the works. Only 10 of these have members on the Committee. The 10 are the A.S.E., the Toolmakers, the United Kingdom Society of Smiths, the United Kingdom Society of Coachmakers, the Amalgamated Society of Carpenters and Joiners, the United Machine Workers, the Wood Cutting

* See Note on p. 68.

† At one time there was a member of the Workers' Union on the Committee, but when he left the works the next appointed belonged to a skilled union. The departments represented and the unions to which the members belong are given at the end of this report.

Machinists, the Patternmakers, the Steam Engine Makers, and the Sheet Metal Workers.† The members are elected annually, each department electing its representatives. The Committee choose their own Chairman and Secretary. The same people tend to be re-elected from term to term; the present Chairman has been in that position from the first, and the Secretary in his for 4½ years.

NOTE.—DIVISION INTO DEPARTMENTS

Name of Department.	No. of Employees in Department (in round figures).	No. of Representatives on Committee.*	Trade Union of which representatives are members.
Seaplane Department	310	2	Amalgamated Carpenters and Joiners; U.K. Society of Smiths.
Seaplane Erecting		1	Tool Makers.
Paint Shop	160	1	U.K. Society of Coachmakers.
New Machine Shop	770	2	A.S.E.; United Machine Workers.
Old Machine Shop	340	2	A.S.E.
Body Shop	60	1	Wood Cutting Machinists.
Stripping and Examining...	70	1	A.S.E.
Repair Shop	240	1	A.S.E.
Smiths Shop	30	1	A.S.E.
Detail Shop	180	2	A.S.E.; Sheet Metal Workers.
Finishing Shop	110	1	A.S.E.
Trimming Shop	60	1	U.K. Society of Smiths.
Aviation Engine Department.	200	1	A.S.E.
Fitting Shop	180	1	Steam Engine Makers.
Erecting Shop	110	1	A.S.E.
Experimental Department..	30	1	A.S.E.
View Room	120	1	A.S.E.
Moulders and Pattern Makers.	50	1	Pattern Makers.

The only formal rules are contained in a poster, a copy of which is posted up in each department. This gives a short statement of why the Committee was formed and outlines the procedure to be adopted with complaints. This procedure consists of three courts of appeal—the Works Manager, the Managing Director, and the Board of

* The rule is one representative for each department whatever its size. The exceptions are due to such causes as:—(a) In the New Machine Shop—one is allowed for each turn, day and night; (b) In the Detail Shop—a body of workpeople who have recently been removed from another department into this shop have been allowed to retain their representation.

Directors. Thus, a man not satisfied with the response of a foreman goes to his departmental representative on the Committee (or direct to the Secretary or Chairman, who have freedom of movement from department to department). The Chairman and Secretary of the Committee and the representative of the complainant's department then approach the Works Manager, and thereafter, if necessary, first the Managing Director, and then the Board of Directors. In fact, nothing needs to go beyond the Works Manager; nothing has gone so far as the Managing Director since there was some trouble connected with the introduction of the Insurance Act; and during the present Director's tenure of the position no case at all has reached the Board of Directors.

The Committee acts for almost all purposes by the methods described in the preceding paragraph. The Works Manager has met the whole 22 as a body on one occasion only. The occasion was a visit from an officer of the Ministry of Munitions on the question of time-keeping. The Works Manager meets the small number who act for the Committee (perhaps with the employee or employees concerned) whenever there is occasion. The number of interviews rises and falls. Sometimes he will have an interview every day for a week, and then a fortnight without one will pass. These interviews are in employers' time. The 22 members meet by themselves about once a month for general business; these meetings are partly in their own time and partly in the employers' time.

The Committee has been largely responsible for making the appeal for better timekeeping effective, and this is the more remarkable because even before the appeal was made the timekeeping record was considered very good. As an illustration the following figures were given: for the week ending 10/3/17 the total number of hours lost by 3,300 employees was 8,050; the corresponding numbers for 3,500 employees in the week ending 22/9/17 was 5,700; that is a reduction from 2.4 to 1.6 per head. The other questions discussed with the officials of the Committee and the representatives on it of particular departments have included dilution, which was carried through without trouble, and grievances in regard to premium bonus times, including the fixing of new times when methods of production are altered. Usually the arrangement of times is discussed when the question affects a number of men. A toolroom bonus, payment of time and an eighth, was arranged between the Committees' representatives and the Works Manager. This bonus, which was conditional on good timekeeping and increased activity, has since been given up in favour of individual premium bonus.

The Chairman of the Committee, who is an official in his own Union, emphasised three points:—

(1) the division of functions between Union and Works Committee, wage questions in particular being Union matters.

(2) the established procedure as posted up in the departments.

(3) the officials' right of movement from shop to shop.

He had no doubts about the benefits produced by the Committee. The representatives of the management agree as to the success of the present arrangements.

(G) THE HORSTMANN GEAR COMPANY, LIMITED,
93, Newbridge Road, Lower Weston, Bath.

These works are a small engineering establishment employing 70-80 men and apprentices and 14 women. There are no labourers. The men are all skilled mechanics. There are 16 apprentices.

The Works Committee was formed in the autumn of 1916. It was set up at the suggestion of the management in order to administer the bonus scheme proposed by the management, in response to a demand by the employees for a 10 per cent. advance in wages in the autumn of 1916.

The essentials of the scheme are as follows:—

Each month a sum equal to 5 per cent. on the wholesale value appearing in the stock book of the viewed and passed manufacturing output for the previous month, and the works' value of other work done during the previous month, is set aside as a bonus fund.

5 per cent. was adopted, as that was the percentage on the output of the previous month represented by a 10 per cent. advance on the existing current wages at the date when the first bonus was paid.

Every employee in the works, except the two Managers and the Secretary, participate in the bonus according to the number of "profit-sharing units" to which he or she is entitled under the scheme. Each employee, except apprentices for whom special provision is made, is entitled to one "profit-sharing unit" for each halfpenny per hour of the employees' time-rate, up to, but not exceeding, 9d. per hour, and two units for each completed year of service up to five years. Examples:—An employee receiving 9d. per hour and having been three years with the firm would be entitled to 24 units; another, receiving 1s. 3d. per hour and with three years' service, would also receive 24 units; and another, with two years' service and receiving 8d. per hour, would be entitled to 20 units.

The Committee meets regularly each month:—

(i) To settle the amount to be set aside for payment of bonus.

For this purpose the books of the Company are opened to the Committee.

(ii) To assess the value of the profit-sharing unit.

(iii) To assess the fines incurred by employees under the scheme.*

(iv) To determine the amount of bonus to which each employee is entitled.

2. *Constitution*.—The Committee is a Joint Committee, representing:—

(i) The management.

(ii) The employees.

The two Works Managers and the Secretary are *ex-officio* members. These gentlemen are also the Managing Directors of the Company.

The rest of the Committee consist of six representatives of the employees, elected by ballot by all the employees. The six members represent the works as a whole. Representation is not based on departments or on grades of workers. All employees, apprentices and women as well as men, are voters.

The officers consist of a Chairman and a Secretary. The officers are elected by the Committee. The present Chairman is the Chairman of the Directors. The chief Clerk has been elected Secretary.

The Committee meets as a whole. There are no separate meetings of the management members and employee members.

The present elected members have been elected for an indefinite term. The period of office will probably, in future, be six months.

The constitution has not been reduced to writing, and must be regarded as tentative. More women will shortly be employed, and it is intended then to consider the separate representation of women on the Committee.

Only one of the employees is a Union member. The question of relationship to the Trade Unions has, therefore, not arisen.

The Committee has recently formed a Works Musical Society, which is progressing excellently. A canteen will shortly be established, and it is intended to associate the Committee with its management.

3. *Functions of the Committee*.—The Committee, in addition to the above-mentioned special duties, is charged with the consideration generally of any grievances arising in the shop. Its functions in this respect are not specified or limited. The Committee has dealt with shop conditions, wages, holidays and bad timekeeping. It discusses

* A fine of a certain percentage of the units for any one month, with a maximum of 25 per cent., may be inflicted for each of the following offences, and these units will then be temporarily forfeited for the month in question:—

(a) Insubordination; or use of improper language.

(b) Undue carelessness and wilful damage.

(c) Neglect to enter goods, advices, time cards, dockets or time sheets.

(d) Waste of tools and materials.

(e) Waste of time by failing to work full weeks, or by slackness, also including undue use of lavatory.

(f) Refusal to work a reasonable amount of overtime when requested, without sufficient reason.

any questions arising in the works which are considered suitable for discussion.

Procedure—The Committee meets regularly each month. It meets some 15 minutes, or so, before the end of the working day, and the employee members are paid for the time so spent up to the end of the working day. Any time occupied after the end of the working day is not paid for.

Meetings take place on the works.

Meetings are summoned informally by verbal notice to members.

The length of meeting varies according to the amount of business to be transacted.

Minutes are regularly kept of the proceedings.

5. *General*.—No arrangements have as yet been worked out for keeping the Committee in touch with the general body of employees. The necessity for such arrangements has not been felt. The decisions of the Committee appear to have given complete satisfaction. Employees are not bound to report grievances to the Committee; if they wish they can approach the management direct. Every facility for this is afforded to all employees.

The value of the unit has already advanced some 30 per cent., and is expected to rise rapidly in the near future owing to improved methods and efficiency. The Committee is regarded as a great success, and has acted as a great incentive to efficiency in the works and in furthering increased production.

(H) H. O. STRONG AND SONS, LTD., Norfolk Works,
St. Paul's, Bristol

This establishment is a small engineering works employing about 120 men, women and boys.

The Managing Director personally supervises the whole of the works, and very close personal contact is maintained between the management and the employees.

1. *Origin*.—For several years prior to the latter part of 1915 the Company adopted the practice of meeting the whole of the men employed in the works, once a month, to discuss any matters connected with the establishment that seemed to require examination. At the end of 1915 this practice was abandoned because it was felt by the management—

(i) That much time was wasted discussing irrelevant and unimportant matters.

(ii) That real grievances did not freely come out in the presence of the whole body of employees.

The last meeting of this character took place towards the end of 1915, and at this meeting the Managing Director pointed out these objections to the existing practice, and suggested that a Works

Committee should be constituted. The management then retired, and the proposal was discussed by the employees alone.

The employees agreed to the proposal, and proceeded to elect seven representatives to form an Employees' Committee, which would meet as a Joint Works Committee with the management.

2. *Constitution.*—The Committee is composed of:

(a) Three representatives of the management nominated by the Managing Director, namely:—

The Managing Director.

Manager of the Repair Department.

Works Manager of the Manufacturing Departments.

(b) Seven representatives of the employees.

Representation is based on occupation, not on the department in which the men work.

The representatives are divided as follows:—

1. Labourers (1).
2. Machinists (1).
3. Turners (1).
4. Millwrights (1).
5. Patternmakers (1).
6. Fitters (1).
7. Apprentices (1).

Some 20 women are employed, but are not represented.

Of the seven representatives, four are members of the Amalgamated Society of Engineers, three are non-Unionists.

The employees' representatives are appointed at an annual meeting of all the employees (other than women) held in September. They are appointed for twelve months.

The Managing Director has been elected Chairman of the Joint Committee.

The men's representatives meet separately as an Employees' Committee for the purposes mentioned below in paragraph 4. The Employees' Committee elects one of its members as Chairman. The Chairman acts as convenor.

There is no relation between the Committee and the Trade Unions concerned. A Trade Union official, as such, does not, therefore, attend the meetings, but one of the Committee is the shop steward appointed by the Amalgamated Society of Engineers.

No constitution of the Committee has been definitely formulated. It is at present experimental, and is developing in accordance with experience.

3. *Functions of the Committee.*—Since the appointment of the Committee, no complaints or suggestions come direct to the management; they are first taken to the Employees' Committee as explained hereafter.

The Committee has dealt with the following classes of business:—

Stoppage of bonus.

General discipline.

Interpretation of official Orders and Circulars.

Interpretation of Trade Union rules and regulations.

Shop conditions, lavatories, ventilation, &c.

Decisions of foremen.

Timekeeping.

Output and costs.

Overtime.

Grant and withholding of Leaving Certificates.

The Committee has proved specially useful as a means of arriving at the proper interpretation of official Orders and Circulars. The operation of the recent Order granting a bonus of 12½ per cent. to certain skilled time-workers (the Skilled Time Workers (Engineers and Moulders) Wages Order, 1917) was discussed at the last meeting, and its operation in these works determined.

4. *Procedure*.—Complaints or suggestions are brought; in the first instance, to the attention of one of the men's representatives. Normally, the complaint or suggestion is made to the representative of the grade to which the person making the complaint or suggestion belongs. This representative then notifies the Chairman of the Employees' Committee, who asks the foreman's consent to a meeting of the Employees' Committee being held, and arranges with him a convenient time. The members are then notified verbally of the time and place of meeting.

A meeting is held as soon as possible after receipt of the complaint or suggestion.

The meeting takes place in the employers' time.

All work in the establishment is paid on a day work basis. The men are paid for time occupied on Committee business.

The men's meetings are of short duration, and are held in the works.

If the Employees' Committee can deal finally with the question raised, they do so. If not, the Chairman of the Employees' Committee approaches the Managing Director as Chairman of the Joint Committee and asks for a meeting of the Joint Committee. These meetings are held in the firm's time, and the Committee meets in the office of the Managing Director.

Joint meetings occupy from half-an-hour to two hours, according to the amount of business to be transacted.

A shorthand typewriter is present to take notes, from which regular minutes are entered up in a minute book.

No voting takes place.

All decisions are arrived at by agreement.

There is no regular time for holding meetings of the Joint

Committee. Meetings are held as and when required, and are held as soon as possible after a request for a meeting is preferred by either the management or the Employees' Committee.

5. *Relations with Trade Unions*.—There is no direct relation between the Committee and the Trade Unions.

The Unions are recognised by the company, and all Union matters are arranged direct between the management and the Union officials.

The Joint Committee is only concerned with Union Rules so far as affects their interpretation in relation to the circumstances of the works.

The Amalgamated Society of Engineers have a shop steward in the shop. The latter is a member of the Committee, but not in his official capacity as shop steward.

No difficulties have arisen with the Unions.

6. *General*.—The management have found the Committee of the greatest service in conducting the business of the works. It has obviated the necessity of posting notices, always liable to be misunderstood, in many instances. A good output has been maintained, and no trouble has arisen in the works. The management believe that the essential point in preserving good relations with their employees is to ensure an open and full understanding, and that this can only be secured by frequent contact with every section of opinion in the works.

The employees find the Committee of advantage to them because, instead of any complaints being subject to the whim of a foreman or the *ipse dixit* of a manager, the matter is finally decided by a committee of their own mates, or, if this is not found possible, by a joint meeting of their own representatives with the management. Moreover, there is no delay. Rapidity of action is regarded as essential if a scheme of control of this sort is to work satisfactorily.

There is general agreement that, in a small meeting of nine or ten persons meeting informally, men have no hesitation in saying what they think, and it is thus possible to gauge the "temperature" of the shop with some accuracy.

(I) Messrs. GUEST, KEEN AND NETTLEFORD, LTD., Birmingham.

Works—Engineering: Screw, nut, bolt and rivet. Employees (affected by the scheme, in 3 works), 2,500. Departments, some 50. General labour, about one-third of the whole. Women employees, 1,850.

1. There are five separate works of the firm, all engaged in the same business, in the Birmingham district. Three of these, contiguous to one another (Heath Street, Imperial Mills, and St. George's), are fully included in the scheme here described. The two others follow the same lines, but, being more distant, are not included in the actual operation of the scheme. The origin of the scheme was as follows:—Early in 1914 there was a series of strikes of the women employees,

and these strikes affected the men employees, as machines stood idle, work was not ready, and wages were lost. The result was that the men also struck. When matters had thus reached a deadlock, a mass meeting of the men was held on May 9th, 1914, which was attended by the management, and at this meeting the outlines of the scheme now in force were suggested. Subsequently a mass meeting of the women was also held, and the management and representatives of the men attended. The scheme was again propounded, and was accepted by the meeting. Finally a mass meeting of men and women, with the management attending, was held, and here the scheme (on the lines of No. XII. and No. IV. of the present rules—that there should be no strike without consultation of the firm, and meanwhile the machines should be kept running, and that there should be an Appeals Committee in each of the three contiguous works) was accepted.

2. The works were conducted on this basis for over two years, down to August, 1916, without any difficulty. At that time the question arose of an advance in wages to meet the rise of prices. The matter went to arbitration, and during the arbitration the full scheme, as it is now in operation, was presented to the arbitrator for his opinion. He approved it, and not only so, but gave legal advice free of cost. Negotiations with the directors took place, and in December they accepted the scheme, and a formal agreement was concluded by which the men, as a society, agreed to a signed contract that they would not strike without consultation of the firm, and received in return a system of Appeals Committee in each of the three works and a central control board for all the three.

3. The scheme, which came into full working in December, 1916, embraces, as has been said, three works,* including the greater part of the manufacturing section; but the engineering section (which contains about 300 employees) is not at all under or connected with the scheme, its members belonging to various other societies. The 2,500 employees of the manufacturing section of the three works form a definite Trade Society or Union. Few of them before the scheme came into operation were members of a Union; all of them are now members of the new Union. This new Union does not belong to any Trades Council or Allied Trades Committees; its strike rules forbid such membership. The Union is thus peculiar; it is a small Union consisting of the employees of a single firm.

4. The Union, as has been said, has entered into a definite contract with the firm, by which it covenants not to strike without consultation,

* Two other works of the firm in the district (Broad Street and King's Norton) are not included in the scheme, and have no Appeal Committee; but the wages and conditions at these works are affected and largely controlled by the system in force at the three contiguous works. One of these works is likely to come fully into the scheme, as its site is to be in the future nearer to those of the others; the other is out in the country, and so outside the scheme.

and to keep the machines running meanwhile, in return for certain concessions. The first of these is:—

(a) The Appeals Committee.—There is an Appeals Committee in each of the three works. Each Committee contains men and women representatives, elected, one for each section, by a ballot among the employees of the section; and each has its Chairman, but the Chairman of the Central Control Board often presides at meetings of the different Appeals Committees. The Appeals Committees deal with questions other than those of wages. Their province includes lavatories, canteen, general health and welfare; but they deal mostly with shop conditions and grievances. Any employee with a grievance states it to the Chairman of the Committee or to one of its members who reports it to the Chairman. The Chairman then sends a note on a regular form to invite the foreman to meet him in order to discuss the matter. The matter may be settled at such a meeting; if it is not, it goes to the Appeals Committee; and if, in the opinion of that committee, it raises questions outside their province, it is referred to—

(b) The Central Control Board.—This contains, at the present time, from 25 to 30 members, including men and women. The members are nominated by the different Appeals Committees, subject to ratification by a general meeting of the works concerned. (Meetings of 800 are not at all uncommon; the employees attend well, as there is a rule that unless two-thirds are present there is no quorum and nothing can be done.) The President of the Central Control Board is elected by the whole Society. The present President has been in industry for the last 37 years, and has had a long practical experience in the works of all the wage-questions which form the staple of the functions of the Control Board. In the handling of these questions the usual method is as follows: A wage-question is reported to the President, and he then communicates with the management in writing. If it is a question of local detail, he writes to the works manager of the particular works; if it is a question of a general kind, he writes to the general works manager. The manager addresses replies to the President in writing (but, as a rule, there has been a personal interview between the two before the reply comes) and the reply is reported by the President to the Central Control Board. If the reply of the management is satisfactory to the Central Control Board, the matter, of course, ends; if it is not, the Central Control Board makes further representations to the management. The Control Board does not meet the management; the relations are entirely by correspondence, supplemented by personal interviews between the President and management.

(c) The last resort, if a question is not settled between the Control Board and the management, is the Conciliation Board, consisting of two representatives of the management and two of the Control Board. This Board has never acted hitherto, since, under the working of the Munitions Act, questions which would have gone to the

Conciliation Board under normal conditions now go to London for settlement. In this event the President writes to the Ministry of Munitions to state the men's case, giving a copy of his letter to the firm; and a general meeting of all the employers affected may be held before the letter is sent, just as would be the case if the normal procedure contemplated in the rules were being followed.

5. In regard to the general working of the system the following points may be made:

The firm permits anybody to see the President in the works (another workman sees to his machine while he is absent); it allows his letters to go by the works mail; it has supplied him with a desk beside the bench at which he works and facilities for keeping his books and papers. A room is set aside in which he can have interviews, and the firm provides a room for meetings of the Appeals Committee and Control Board. The management is always ready to see the President when he asks for an interview, and he has full liberty to go anywhere in the three works, without asking for permission, in order to interview employees or committeemen and to discuss grievances.

As has been mentioned, any grievance between an employee and an overlooker is discussed between the Chairman of one of the Appeals Committee and the overlooker concerned; but if it is not settled the complainant and the overlooker appear before the Appeals Committee and both state their case. The Committee decides which of the parties is, in their view, in the right, and they send the matter for adjustment to the management.

The work of the President under the scheme is unpaid.

(J) A FIRM OF ELECTRICAL ENGINEERS

This establishment is an engineering works employing 400 women, 150 men and 150 boys.

About 40 of the men are skilled. These are all members of the Amalgamated Society of Engineers.

The establishment is almost entirely engaged in making 18-pounder shells. A small amount of private work is done, principally heads of trolley arms for electrically propelled tramcars.

1. *Origin*.—The Works Committee was established in the Autumn of 1915.

It was brought into existence to assist in fixing and adjusting piece-work prices.

The Committee was suggested by the men employed at the works, and the local delegates of the Amalgamated Society of Engineers also recommended the establishment of the Committee to the Managing Director.

2. *Constitution*.—The Committee is a men's committee only. It consists of 5 men. The women and boys are not represented. The 5

members are elected by the shop as a whole, and do not represent separate departments or grades.

The constitution of the Committee has not been reduced to writing. It is at present experimental, and is developing in accordance with experience.

3. *Functions of the Committee.*—The principal business of the Committee is to assist in fixing and adjusting piece-work prices. The questions which arise on this score are, however, not complicated or difficult, as the establishment has, since the Committee was formed, been engaged almost entirely on repetition work. The management, in the first instance, settle what they consider fair prices, and submit them to the Committee with the data on which they have been fixed. The men's committee then meets separately to consider the suggested prices. Ample time is allowed them to consider and discuss the matter, both among themselves and with the workers affected. A joint meeting is then held between the Committee and the management, at which the several prices under consideration are reviewed, and any suggestions as to amendment are considered. If a good case is made out to the satisfaction of the management the price is raised or reduced. If it becomes necessary to reconsider the price already fixed, any suggestions on this score are brought by the Committee to the attention of the management, and are jointly considered. No friction of any sort has so far arisen. Prices have been frequently reduced or increased by mutual agreement. Under ordinary conditions of work, problems arising as to fixing and adjusting piece-work rates will be more difficult, but the Managing Director considers that they can be best dealt with on the lines above indicated.

No limits have been put to the matters with which the Committee may deal, and it is open to the Committee to bring forward any suggestions or complaints relating to the management of the shop.

The Committee has dealt with the following matters:—

Ventilating and sanitary questions.

Complaints as to the decisions of foremen.

Arrangement of shifts.

Allocation of piecework and day-work.

Holidays.

Alteration of hours of admission to the works.

Interpretation of official orders and circulars.

At the last meeting the application to this establishment of the Skilled Time Workers (Engineers and Moulders) Wages Order, 1917, was discussed.

The Managing Director is of opinion that the Committee should also be charged with the supervision of dismissals and reduction of staff, and it is likely that steps will be taken to utilise the services of the Committee in this respect.

The Committee deals solely with domestic questions arising in the shop.

4. *Procedure.*—The men's committee meets separately on the employers' premises and in the employers' time. Time spent on Committee work is paid by the employers. On request, the Committee meets the Managing Director and the Works Manager.

Requests for meetings are made by the Committee to the Works Manager.

Meetings with the management take place in the firm's time, and time is paid.

There are no fixed times for meetings. Meetings either of the employees' committee or joint meetings with the management are held at such times as may be found necessary.

On any business arising, a convenient time for a men's committee or a meeting with the management is arranged as soon as possible, and generally upon the same day.

Meetings are called informally by verbal notice.

Meetings with the management are of an informal character, and the men's representatives are, if necessary, accompanied by the local delegate of the Amalgamated Society of Engineers.

5. *Relations with the Trade Unions.*—There is no official relation between the Committee and the Amalgamated Society of Engineers. The Union is recognised by the company, and very cordial relations exist between the management and the Amalgamated Society of Engineers' officials in the district. All Trade Union matters are dealt with direct by the management and the Union officials. No difficulties of any sort have arisen with the Union.

6. *General.*—The Committee is regarded by the management, the men and the Union officials of the Amalgamated Society of Engineers as a great success. The management have found the Committee of the greatest service in conducting the business of the works. The Managing Director considers the existence of such a Committee as essential, and strongly supports any scheme by which the workers may be given a great share in the control of industry. In his opinion, the success of any such scheme pivots on the establishment of satisfactory joint work committees.

(K.) HOTCHKISS ET CIE, ARTILLERY WORKS, COVENTRY.

From Official Constitution of Works Committee as Approved by the Ministry of Munitions

The recognition of a Shop Committee, such Committee to be composed of Stewards elected by their representative Departments by secret ballot and endorsed by their respective Union District Committees.

In deciding on representation the principle will be one representative for each Department having not less than approximately 100 employees. In cases of smaller Departments, these may be grouped

together and representation of the Departments so grouped will be on the same basis. No employee of less than 18 years may vote.

Functions of the Committee:—

(a) To provide a recognised channel of communication between the employees and the management.

(b) To present to the management, through the Chairman of the Committee, any grievance or suggestion which, after full consideration, they think worthy of the firm's attention.

Procedure.

If the management and the Committee fail to agree, and on all questions of principle, negotiations will proceed between the management and the Union as hitherto. The Chairman of the Committee will have facilities to consult the Union local officials.

Failing settlement with the Union, Part 1 of the Munitions of War Act, 1915, will apply.

No stoppage of work will occur during negotiations.

Meetings of the Committee will be held after working hours unless called in case of emergency at the request of the management.

Note from Firm.—"The Committee came into existence at Easter, 1917. It was instituted in the first place on a two months' trial and, as it momentarily achieved its object, was continued until about the end of the year. The constitution of the Committee then became unacceptable to the Shop Stewards and the Committee lapsed."

(L.) A LARGE ENGINEERING ESTABLISHMENT

1. *From the point of view of the management.*—A Dilution Committee arose in 1916 when dilution was introduced. There were no particular rules about its constitution. At the end of 1916, after the question of dilution had been worked out, and as the Committee commenced to take up other questions, the firm began to consider the formal institution of a Works Committee in place of this informal Dilution Committee. The Note printed below gives particulars.

A Joint Shop Committee was set up, but only lasted a few months. It would appear that the really crucial question, which led to the dissolution of the Joint Committee, was the position of the Shop Stewards, which was perhaps not properly co-ordinated with the institution of the Joint Committee. The men stood out against the Committee because, in their view, its effect would be to weaken the authority of the Shop Stewards. As a matter of fact, the firm has always in practice recognised the Shop Stewards, though in the institution of the Shop Committee it did not take their position specifically into account. The management sees them whenever they wish it. Generally, they come in twos—a Convenor attending with the Shop Steward of the department from which the complaint is brought. This still goes on; and, therefore, though the Committee is dead, the principle of such a Committee

still lives. Generally, it is true, the Shop Steward goes to the foreman first with a complaint; but he can come straight to the management if he is dissatisfied with the foreman's answer.

2. *From the point of view of the men.*—The same people were Shop Stewards and members of the Shop Committee; but they preferred to act in the former capacity. One reason for this preference was curious but natural. There were 24 Shop Stewards in the establishment; there were only nine representatives of the men on the Joint Committee, as the management held the view that the Committee must not be so large as to be unwieldy. The 15 Shop Stewards who were excluded from the Committee were discontented.

3. The last straw which broke down the Joint Committee was a curious thing. It was a question of the washing of women's overalls. The women had agitated (or been agitated) about the matter; it was brought before the Committee; the men took umbrage at a long discussion of such a matter, and the end came.

In spite of this failure, both management and men appear to be in favour of the idea of a Joint Committee.

NOTE.—JOINT SHOP COMMITTEE

Is is proposed to form a Joint Shop Committee for the purpose of mutual discussion of shop questions, with a view to securing harmonious relations and efficiency in the working conditions of the establishment.

The Committee will consist of representatives elected by ballot by the workmen and women of the various departments, arranged in nine divisions as shown below, one representative to each division. The firm will be represented by the Directors and Departmental Managers. The Committee will have power to co-opt any employee or works official for attendance at any meeting where such attendance may be necessary.

A first ballot will be taken in each department, each employee being at liberty to nominate a candidate for his department. The two candidates receiving the largest number of nomination papers will be selected for the final ballot, and the nominee receiving the larger number of votes in the final ballot will be the elected representative of the department.

It is suggested that the representatives should hold office for six months. A payment of 2s. 6d. per meeting attended will be paid to each representative by the firm.

The Committee will meet on the first Thursday of each month at 5 p.m., or as may be required.

The scheme is a purely domestic one, and is an attempt by the firm to provide a more direct means of communication with their employees in all matters affecting their conditions and the development of the establishment generally. The Directors invite the co-operation

and interest of the employees in the scheme, and trust that each individual will register his vote according to his judgment, in order to make the Joint Committee thoroughly representative.

The ballot will be secret, so that no parties will be in a position to ascertain how any worker has voted. Intimation will be made to each department when the first ballot will take place. The arrangements in connection with the election and voting will be carried out by the existing Joint Shop Committee.

(M) A MUNITIONS FACTORY.

The company owns two factories and manages two others, and altogether employs about ten thousand workers. Its products are ammunition of various kinds for Naval and Military purposes.

This note only refers to one of their factories, in which there are four thousand employees, of whom one thousand five hundred are women. One hundred of the males are general labourers, the rest being skilled or semi-skilled.

The Works Committee was formed in May, 1917, and consists of twenty-one members. It is composed of and is elected by the men, the election taking place at shop meetings. At present the women have no representative and no vote in the elections. Nevertheless, the women have laid certain matters affecting them before the Committee for consideration, and the Secretary of the Committee is in touch with the Organiser of the National Federation of Women Workers, and should need arise would deal with the Women's Section of the Workers' Union, or, indeed, any organisation of female labour.

There is no rule excluding non-Unionists, but, in fact, all the members of the Committee are Trade Unionists:

The Committee meets weekly on Tuesdays at supper-time (*i.e.*, in the men's own time). In cases of real urgency the general manager gives permission for meetings in the company's time.

The Committee has a Secretary, who is largely responsible for the work transacted. He communicates the recommendations of the Committee to the general manager through the company's labour officer.

The Committee, though perhaps not formally recognised by the company, is, in practice, treated as a body with which negotiations can be concluded.

The general procedure is as follows:—

Matters for the consideration of the Committee are reduced to writing and brought up at a meeting. They are then discussed. In many cases the Committee are able to give advice or instructions on the matter without any reference to the management. Should it be decided that in the opinion of the Committee some alteration should be made, the labour officer is requested to lay the matter before the general manager, who frequently discusses the subject with the Secretary before coming to a decision.

Should the matter be deemed to be very important or of a fundamental character the Committee request the general manager to receive a deputation.

Up to the time of writing the working of this Committee, as guided by its present Secretary, is considered by the company as most helpful. It has settled many alleged grievances without any trouble, has prevented several threatened strikes, and generally tended to smooth and harmonious working in the factory.

The success of the whole scheme is largely due to the tact and good sense of both the company's labour officer and the Works Committee's Secretary.

In conclusion it should be stated that before the formation of the Works Committee many consultations had to take place between employees and their respective Unions to settle minor points. This procedure has now been found unnecessary, as the operation of the Committee so far has made it easy for both small and great matters to be ventilated and promptly dealt with with the least possible friction and delay.

(N) WHITEHEAD TORPEDO WORKS (WEYMOUTH), LTD., Weymouth.

The following summary contains part of a memorandum sent to the representatives of 13 trade unions. A letter, which accompanied the memorandum, suggested that a general meeting of delegates of each organised society in the works should be called to discuss with the firm the formation and constitution of the proposed Council. The proposals are now under discussion by the trade unionists.

In the memorandum the firm suggest:—

“That the existing trade union organisations may be made the basis of a general Council, of reasonable size, representing every union in the works, and given the fullest possible powers to take decisions, subject, of course, to reference to the constituent branches on any issue of sufficient importance.”

They then state that:—

“The firm's aim is to associate (through a Council appointed in such a way as to recognise and strengthen the position of the existing trade organisations) the whole body of workers in everything that concerns their well-being, discipline, and control, and, by stirring in each individual the sense of his responsibility towards the State, the industry and the works, to enable such a Council to secure loyal compliance with any decision arrived at conjointly with the firm.”

A programme of subjects is thereafter given as a basis for discussion.

(1) *Hours of Work*.—The proposal of a 50-hour week on the one-break day system was defeated when voted upon in May. Some men appear to have thought the adoption of a 50-hour week would prejudice the introduction of a 48-hour week after the war. The firm

is strongly in favour of a 48-hour week, but in regard to that cannot act without reference to the agreements between the Engineering Employers' Federation and the Trade Unions.

A full explanation of the one-break day is given and arguments in its favour added. This section ends: "The firm has not had any other or better proposal put before it for this purpose, and therefore raises the question again for reconsideration. It is further proposed that, six months after the adoption of the one-break, a referendum by ballot should be taken as to whether the old system of hours should be gone back to or not."

(2) *Time-keeping*.—"The question of time-keeping is the one that has gone nearest to impairing the excellent relations with its employees that the firm values so highly; but it is felt that here again the facts have not been rightly understood by everyone."

There follows a discussion of causes. The management have now come to the conclusion that the greatest effect has been produced by the institution of an "open gate" and the relaxation of the official Works' Rules.

"The exact form that the gate rules will finally take is subject to consideration, and is much influenced by the concurrent question of the one-break day; but, in its old form, the "open gate" has been tried and found wanting, and, one way or another, something else must take its place."

(3) *Release of Diluted Labour*.—"The firm is prepared to invite collaboration from the proposed Council, or sectional Committees representing the individual trades concerned, both as regards the selection of suitable operations on to which to put unskilled labour, and as regards the individuals to be released for skilled work elsewhere."

(4) *Fixing of Piece-work Prices*.—In order to facilitate the fixing of prices satisfactorily to employer and employee it is proposed:—

"It would be one of the functions of such a Council, as is suggested in this memorandum, to set up an organisation whereby reliable times for piece-work operations would be ascertained, checked, and counter-checked by both parties. This organisation would prevent such occurrences as a recent suggestion of 50 minutes for a particular new operation. A trial made by the management showed that six minutes was an ample allowance. If such trials were made by a Joint Committee (or in their presence) prices could be settled more rapidly, and with less danger of unfairness, or discontent on either side, afterwards."

"The same organisation could be used for the purpose of making clear to what extent a job becomes a new one by some alteration in design, material, or method of manufacture."

(5) *General Rules and Regulations.*—"There is a class of rules, offences against which are punishable by a fine of 2s. 6d., dismissal, or a prosecution under the Munitions Acts.

None of these penalties is a convenient one. Fines are as much disliked by the firm as by the men; dismissal entails the loss of services which may be badly needed; and prosecutions entail great waste of time and may produce more evils than the original ones they are meant to cure.

Many of these offences and some others could probably be dealt with more satisfactorily by such a Council as outlined above. Instances of them are:—

Clocking in too soon, fraudulent clocking, and registering another man's time.

Not keeping at work till knocking-off time.

Leaving work without permission of foreman.

Idling in the works.

Entering or leaving the works otherwise than by the main entrance.

Bringing in liquor.

Gambling in the works.

Taking part in disturbances, using abusive language, and refusing to obey lawful orders.

All the above are offences under the Works' Rules, permission to post which has been given by the Ministry to the firm as a Controlled Establishment. They have hung in the main entrance since 1915, and are still in force, but every one of them is broken from time to time."

(O) A SHIPBUILDING YARD.

The present number of employees is about 2,400, of whom some 200 are women.

The system in operation at this yard (and the same methods apply at the firm's engine works) is particularly interesting in view of the comparatively long time during which it has been working, and in view also of its success in fostering good relations between the firm and the men. More than 30 years ago an elaborate system of rules for the yard were drawn up by the firm in consultation with delegates from the trades, conferences between members of the firm, officials of the firm and delegates from the various trades in the yard, being held for this purpose on five dates in 1885 and on two in 1886. These "Rules" form a printed booklet of 36 pages, and each employee on joining the yard for the first time can be furnished with a copy. In an address, delivered by one of the late senior members of the firm, at the close of one of the conferences (on 21st January, 1885), there is contained the following statement: "I think I am right in saying that the step taken by this firm in asking their workmen to join with them in the preparation of the rules of this yard is a new step in the history of labour. I cannot find, from anything I have heard or read, that any

firm previous to my own firm has asked the men in their employ to join with them in the preparation of the rules by which these men were to be governed." The revision of these Yard Rules has been a subject of conference at various dates since 1886. The present edition of the rules is divided into five sections:—*Section I* is sub-divided into (i) General, (ii) Decauville Railway, (iii) Timekeeping and Piece-work, (iv) Regarding Apprentices, (v) Against Accidents, (vi) Against Dishonesty, and (vii) Final. *Section II* deals with the admission of (i) Apprentices to Drawing Office, (ii) Boys as Apprentice Clerks, (iii) Girls as Apprentices in Tracing Departments, (iv) Girls as Apprentices in the Decorative Department, and (v) Girls as Apprentices in Upholstery and Polishing Departments. *Section III* gives the rules for the guidance of the Committee of Awards. *Section IV* gives the rules referring to Subscriptions. *Section V* gives the Fire Brigade Rules. There is a separate book of rules for the Accident Fund.

Conferences similar to those of 1885-6 have been held from time to time since, and have developed into a Workers' Committee. The members of the conference at first represented trades, and may still do so, but not necessarily. Each department chooses one or two representatives, and these representatives may or may not be Trade Unionists or Shop Stewards.*

The composition of the Committee to-day is as follows:

TRADES.	NO. OF DELEGATES.
Painters	1
Engineers, Cranemen, &c.	2
Blacksmiths	2
Joiners (Upholsterers)	2
Plumbers	1
Tinsmiths	2
Riveters	1
Labourers	1
Electricians	1
Iron Carpenters	1
Wood Carpenters	1
Caulkers	1
Drillers	1
Fitters	2
Foremen	2
Drawing Office	1
Counting House	1
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* The majority of the delegates are trade unionists and official yard delegates for their unions, though not elected to the Committee as such.

The above is the composition of the Committee when it meets the management in what may be called formal meetings. There are, however, no set meetings, and in addition to the formal meetings much business is done between the firm and the Chairman of the delegates; and, in matters affecting a particular trade, between the firm and the delegates from that trade. In the last 24 years the formal meetings have averaged three a year, but in the last three years there have been 20 meetings, or an average of seven a year.

The delegates hold shop meetings to report results of meetings with the management, and meet the management again, and so on until agreement is reached.

One of the delegates acts as Convenor or Chairman, and as the link between the delegates and the management. For the formal meetings with the firm, one of the firm's shorthand clerks, at the request of the delegates, acts as Secretary.

The subjects dealt with, in what have been called "formal meetings," cover a wide range:—they have included the revision of Yard Rules originally made in conference; unemployment questions—*e.g.*, the purchase by the firm of an old vessel so as to employ idle men, and subscriptions to an unemployed fund; timekeeping—men leaving their work before the horn blows; arrangements for paying the men—*e.g.*, earlier payment for big squads where division has afterwards to be made among the members of the squad; arrangement of holidays; subscriptions to various funds and charities, including joint funds for augmenting Government allowances to soldiers' dependents; provision of canteens and of supply of carried food warming appliances, and of ambulance transport for injured men; distribution of coal supplied from firm's yard during 1912 coal strike to inhabitants of town, (this was worked by delegates themselves under chairmanship of one of the partners); subscriptions to War Loan; and dilution of labour.

When the firm joined the Employers' Association, about 1906, the fact was formally put before the men's delegates.

It will be seen that the list covers not only general industrial questions, shop grievances, &c., but also questions of welfare. (There is a Welfare Supervisor for the some 200 women employees, and a boy's Welfare Supervisor for all the apprentices and young lads. He has formed a Cadet Corps mostly from amongst them.)

All the questions discussed are *general* questions, since, as has already been remarked, the questions of a particular trade are arranged between the firm and the representatives of that trade. In these latter questions the failure to agree would mean that the matter became one between the firm and the particular Trade Union concerned.

The Awards Scheme.—The firm have had in operation since 1880 an Awards Scheme, under which any worker (exclusive of head foremen, officials of the Committee of Awards, and heads of department) may claim an award for improvements and inventions. The

scheme was introduced by one of the late senior members of the firm. The rules for the guidance of the Committee of Awards from Section III of the Yard Rules. The Committee consists of an outside and independent person as President, the Manager of the Yard, and the Manager or Chief Draughtsman of the Engine Works, with a clerk from the counting house as secretary. The rules are elaborate, and designed, among other things, to do justice as between different claimants. The average number of claims is stated to fluctuate very much from year to year. In certain cases where patents have been secured, the amounts received by individuals have run into hundreds of pounds. In the case of patents, the inventors usually ask that one of the firm should be joined with them, and share partly in the gains. The reply of one inventor, when he was asked why this was so, is compounded of Scotch caution and good feeling and trust. It was: "Naebody kens my name, but a'budy kens yours."

The Accident Fund Society.—This Society, established 43 years ago by mutual agreement between the firm and their workmen, was, in 1897, used as a basis for contracting out of the Employers' Liability Act of 1880, and the Workmen's Compensation Act of 1897, and has since been amended to conform to the Act of 1906. It is governed by a Joint Committee of 22 managers, with an independent Chairman. Eleven are chosen by the workmen and eleven chosen by the firm; the latter comprise four partners, one manager, and six foremen or members of office staff. Four of the works delegates are also managers of the Accident Fund—two of these being trade delegates and the other two being the foremen delegates. The funds are provided in two ways. Fund No. 1, to meet the legal provisions of compensation imposed by the Acts, is provided entirely by the firm. Fund No. 2, which provides extra benefits, such as solatium for loss of minor portions of the body, for which no lump sum compensation could be demanded under the Acts, is provided from the contributions of the members and the payments of the firm, and, in addition, from the fines imposed in accordance with the Yard Rules. The particular interest of these fines, which like the other features of the rules are carefully detailed, is, that not only are they paid into the Accident Fund, and so, though taken from the individual, returned to the work people as a whole, but, in addition, in each case of a fine the firm pays an equivalent amount into the fund. The firm in fining an individual fines itself to the same extent, and the double fine goes to the Accident Fund.

The firm lay great stress upon the fact that this system of yard delegates has gradually developed on voluntary lines as the need for it was felt. In all cases the delegates simply ask to see the management when they so desire, and may meet several or only one of the managers, as the case may be. (There is no question of equality of numbers of firm's representatives and men's, except in the Accident Fund.)

(P) PARKGATE WORKS JOINT TRADES COMMITTEE.

I.

RULES FOR WORKS COMMITTEE.

1. That this organisation be called "The Parkgate Works Joint Trades Committee."
2. That the objects of the Committee are :—
 - (a) To strengthen Trade Union organisation in the works.
 - (b) To deal with general questions affecting the welfare of all sections in the works.
 - (c) To give assistance to branches in sectional disputes where the branches fail to arrive at a settlement with the firm.
 - (d) To keep a watchful eye on representation on local bodies, and to see that the workmen employed by the firm are not overlooked.
 - (e) To do whatsoever it can to promote a closer union of the different trades represented in the works.
3. That branches be allowed representation as follows :—*
Membership of 50—one delegate.
Membership over 50—two delegates.
4. That the branches be asked to appoint alternative delegates, and forward their names to the Secretary together with the names of the delegates appointed.
5. Any body of trade unionists working in any department, but whose branch is out of the works, may have representation on the same basis as branches.
6. The President and Secretary shall be empowered to call a meeting of the Committee to deal with any matter which arises, or may arise, affecting the welfare of the branches.
7. Any delegate or branch may have a meeting called by giving notice to the Secretary, stating the business they wish to bring before the Committee.
8. That a delegation fee of one shilling per delegate per year be paid to the Committee.
9. That where sectional disputes are dealt with by Committee, deputations to the Management shall consist of two representatives of the Committee and one from the section affected.
10. That the Secretary be *ex officio* member of the Committee.
11. No person allowed to sit on the Committee unless authorised to do so by his branch and certified by the branch secretary.
- 12.† That in the event of any claim being made or dispute which affects the interests of more than one section of the works, such cases shall be dealt with by the Trade Unions concerned and the Joint Trades Committee.

* With, in addition, the Secretary of each branch, if employed in the works, *ex officio*.

† Included recently.

II.

Fourteen trade union branches are represented on the Committee. Seven of the fourteen have no members employed outside the Parkgate Works. The seven are:—Four branches of the Iron and Steel Trades Confederation, and a branch each of the Blastfurnacemen, the Enginemen and Cranemen, and the General Labourers. Together these seven branches represent about 1,600 persons in the works. Six of them have three representatives on the Committee; in each case the secretary of the branch is one of the representatives. The seven trade union branches having only part of their membership within the works are:—The Bricklayers, the Amalgamated Society of Engineers, the Blacksmiths, the Moulders, the Boilermakers, the Roll Turners and the Carpenters and Joiners; together these seven branches represent about 200 persons in the works. Four of them have two representatives, including the secretary in each case, and three one representative on the Committee. Altogether, therefore, the Committee consists of 31 persons including the secretaries of 11 of the 24 branches.

Rule 4, relating to alternative delegates, is stated to be necessary because some men, for example the first hand at a smelting furnace, cannot leave their work at certain times.

The Committee was formed in January, 1916. An attempt to form a Committee had been made in 1913, but, owing to the slight support given to it, this Committee lasted for a few months only. The influences which produced the present Committee were the recognition of common needs and the desire for harmony (*see* Rule 2). The particular incident from which its inception took place was a meeting called to nominate a representative from the workpeople to the local military tribunal.

Among the subjects which the Committee has discussed are included the following:—Dilution, gambling in the works, the recent $12\frac{1}{2}$ per cent increase to time workers, extension of this to part-time and part-bonus workers, the provision of canteens, works discipline, participation in local affairs such as elections, promotion of workpeople, &c. In regard to gambling, the Committee decided that the practice should be abolished absolutely; this meant that a "raffle" which had been held for the past seven years was abolished along with the other forms of gambling.

Dilution Committee.—This is a sub-committee of the Works Committee chosen so as to give representation to all the departments most vitally affected by dilution. Its membership is made up of—3 from the Confederation (1 each from the smelters, the millmen and the stocktakers and chemists), 1 from the engineers, 1 from the bricklayers and 1 from the general labourers, with a blast-furnaceman as president and the secretary of the Works Committee as secretary. The secretary has no vote and the president a casting vote only.

(Q) BOOT MANUFACTURERS.

The Company employs about 1,000 workpeople, of whom two-thirds are men and boys, and one-third women and girls.

1. *Origin*.—The Works Committee was established about fifteen months ago, on the initiative of the management. The object in view was to afford more convenient machinery by which the employees could confer with the management, and *vice versa*.

2. *Constitution*.—The Committee is an Employees' Committee, and consists of 10 representatives, based on several departments into which the establishment is divided. The representatives are distributed as follows:—

1. Clicking Department	2
2. Machine Room Department	2
3. Rough Stuff Department	1
4. Making Department	2
5. Finishing Department	2
6. Boxing Department	1

The two representatives from the machine room department are women. The representative from the boxing department is a woman. The other representatives are men.

The members of the Committee are elected for twelve months. They are elected by the employees at a meeting of the employees convened by the Union for the transaction of Union business.

The constitution of the Committee has not been reduced to writing.

3. *Functions of the Committee*.—No limits have been set to the matters with which the Committee may deal. It is competent for the Committee to make representation to the management on any question relating to the internal organisation of the establishment.

A special function performed by the Committee is the preliminary discussion of piecework rates with the management, prior to such rates being presented to the Conciliation Board for the Board's sanction. The Committee has been found especially useful for the transaction of this business. In many cases it has resulted in agreed rates being submitted for the formal sanction of the Board. This has been particularly the case in reference to fixing rates for new machines.

4. *Procedure*.—No regular times are fixed for the Committee to meet. Meetings with the management are arranged on request by either the Committee to the management or the management to the Committee. The management usually give one day's notice to the Committee when they desire a meeting. Meetings are held in the firm's time, and any loss of wages is made up. Meetings do not usually last beyond an hour.

5. *Relations with Trade Unions*.—It is the policy of the Union that all disputes or complaints shall be settled, as far as possible, in the shop, without reference to the Union officials.

The Union cordially approves of the Committee, and the representatives on the Committee are appointed at a meeting for the trans-action of Union business, as already stated.

Several of the Shop Stewards are members of the Committee, but are elected as ordinary representatives, and do not sit by virtue of their office as stewards.

When matters of importance are under discussion a representative of the Union attends the meetings of the management and the Committee.

6. *General.*—In view of the high degree of organisation both among the employers and operatives in the boot and shoe industry, and the efficient working of the Conciliation Board machinery, it is considered essential for the successful working of a Committee such as that above described that great care should be taken to see that the Committee does not usurp functions proper to the Conciliation Board. Special stress is laid upon the useful work done by the Committee in arriving informally at agreed piecework rates prior to their being submitted to the Conciliation Board for formal approval.

(R) MESSRS. REUBEN GAUNT AND SONS, LIMITED, Spinners and Manufacturers, Farsley, Yorkshire.

The firm has adopted Works Committees at their Worsted Spinning Mill.

The firm are pioneers in the application of Welfare Schemes in their industry.

The following details, which the firm has kindly supplied, refer to the Spinning Section at Springfield, where combing as well as spinning is carried on.

The number of workers engaged is 400, in the proportion of two-thirds women and girls and one-third men and boys.

The first Committee to be formed was the Factory Council.

This Council was appointed by the Board of Directors, and is composed of two directors and the heads of the respective departments in the works. All the nine members are specialists in their various spheres. The Factory Council acts in an advisory capacity in regard to general questions of finance, ways and means, and expenditure, but in regard to inter-departmental questions it is competent to act both in an advisory and in an executive capacity.

The function of the Factory Council is to consider, unify and consolidate the rules and principles of management.

The Factory Council makes use of the collective experience of its members and, in consequence, the business is more efficiently managed.

Meetings are held weekly, on the same day and at the same hour.

The Chairman is one of the Managing Directors, and is responsible for explaining the business policy to the Council; he is also the medium through which the recommendations of the Council reach the Board of Directors.

When Factory Council meetings were first inaugurated, it was not easy for either directors or heads of departments to table their information freely, neither did either party always appreciate a frank review on matters relating to their department, but in course of time (the Factory Council has been established eight years) confidence and a broader outlook have obtained, and members now pool their experiences quite freely. In this way members are kept in touch with all activities and, instead of having a knowledge limited to their own department, they gain an insight into the whole concern. This reticence on the part of both Directors and Representatives may be a real stumbling block—it should be frankly recognised as a difficulty and means should be found by the management of overcoming it. The Manager or Director, who is used to handling big propositions and acting independently, may be fretted by the narrower view of the man who can see no farther than his own department, but restraint must be exercised.

If the Conferences are to be of any use, those attending them must be able to speak freely and be assured of a sympathetic hearing. Experience proves that time and patience will overcome this difficulty. The time, both of the Manager and the Representative, is well spent, they are coming into closer contact with each other than heretofore, and both are gaining knowledge which will eventually lead to increased confidence and efficiency.

The establishing of such a committee as the Factory Council does not fundamentally alter the general scheme and management of industry. The function of the management is still controlled by the managing staff, but experience has proved that a Council with consultative and advisory powers makes for efficiency and has a distinct value in the business organisation.

The concept of leadership is "*Support by the Staff rather than Control of the Staff.*"

CONFERENCE OF WORKS' REPRESENTATIVES.

General Remarks.—In January, 1917, arrangements were made to hold a series of meetings with the various departments for the purpose of showing the value of co-operation and of suggesting that all matters relating to wages and working conditions should in future be dealt with by Conference.

At these little meetings it was pointed out that the old way had been for changes to be made by the management without any active co-operation from the workers.

Changes were made and had to be accepted, but under the new arrangement the co-operation of the workers would be asked for in the belief that they would respond, and the result would be increased confidence.

As a result of these meetings it was unanimously decided to establish Works Committees.

The election of representatives was left entirely in the hands of the workers. The importance, however, of electing representatives who had their confidence was pointed out. It was suggested that workers who had been at the mill some time and believed in our ideals would be valuable, but the greatest stress was laid upon confidence.

Representatives must have the confidence and loyalty of their fellow-workers.

Machinery of Conference.—Each department elects three representatives by ballot. The firm nominates the Managing Director, the Departmental Manager and the foreman to represent the Management. Whenever Conferences are called to adjust differences, two persons from outside the Department are co-opted to act as neutral representatives. The duties of the Departmental Committees are clearly defined and meetings are only called when questions with which they have to deal are involved.

The co-opted members are elected for 18 months, one retiring every six months. The retiring member is eligible for re-election.

Whilst the constitution has been kept as simple as possible it was felt that the adoption of certain principles by all the Works Committees would secure uniformity and be a guide to Conference members, and with this in view the following rules were drawn up and accepted in turn by the different Committees:—

1. There shall be a list of minimum wages established by Conference for all machine-minders.

2. Promotion and pay shall be as nearly as possible in proportion to merit.

3. A worker shall receive extra pay for extra work.

4. No important change in methods, rates, or service, shall be made by either party without a full explanation of its reason and purpose.

5. The Springfield Mills Ideals were adopted as follows:—

THE MAJOR IDEAL BEING—

To produce better yarns than have ever been produced in the past by anyone.

THE MINOR IDEALS ARE—

To produce “Emperor” yarns under healthy and happy conditions, honestly, efficiently and profitably.

To educate our workers and ourselves to become highly skilled in order that we may earn a reputation for the highest grade of work, and as a result be able to pay the highest rate of wages.

To secure continuity of employment by supplying high-grade yarns and by giving good service.

To treat customers with absolute fairness in order that we may gain and keep their confidence.

6. So far as possible Conferences shall be held during ordinary working hours, and attendance at such Conferences shall be paid for at the appropriate rate.

7. Applications for Conferences shall be made to the Board of Directors by the representatives of the workers through the Foreman and through the Manager of the department.

8. Differences shall be adjusted by a Committee of eight—three from the workers, three from the Company and two chosen by these two parties, one of the latter to be appointed Chairman of the meeting.

9. The Conference shall decide the date from which any alteration in pay shall become operative. It shall also decide the minimum length of time any agreement arrived at shall be binding upon the parties thereto, subject to the proviso that whenever working conditions are changed either the employees or the Company shall have the right to obtain a revision of the rates of pay.

10. It was resolved that the present representatives should all three serve for the whole of the present year; at the end of the present year the one having received the least number of votes should retire, but should be eligible for re-election; at the end of 18 months the representative having received the second lowest number of votes should retire and be eligible for re-election; at the end of two years the representative having received the greatest number of votes should retire but be eligible for re-election.

11. It is understood and agreed that it is the business of the management, and is not the business of the Conference, to deal with—

(a) The allocation of work to particular sets of drawing.

(b) The allocation of minders to particular machines.

Our Works Committees have only been in existence a year, but so far they have worked quite satisfactorily. We realise that time will be needed for representatives, who are unaccustomed to business meetings, to express their opinions and to voice the wishes of their co-workers, but we look upon the scheme as an educational venture and we are prepared to wait patiently and overcome the difficulties that beset us.

Democratic control of industry can only come when democracy has knowledge and wisdom to assume control. Rightly used, Conferences will provide the necessary experience and education for greater responsibility, which will be equally beneficial to all concerned.

In conclusion, it should be remembered that the two principal factors in the organisation of human beings are THE SUPPORT and THE MACHINERY. In successful co-operation the Spirit is more potent than the Machinery. 'MENTAL ATTITUDE IS OF GREATER CONSEQUENCE THAN MENTAL CAPACITY.' Notwithstanding this the machinery is usually the only factor which is accepted consciously and considered in a scientific way. This is unfortunate, for the thing that really counts is *atmosphere*; the right spirit must prevail before the machinery

of organisation can work properly. The most valuable asset of an employee is—*his Spirit*—that intangible part of his personality which cannot be bought with so cheap a thing as money. It must be won.

The royal road and the only road to capture a man's spirit is to win his *Confidence* and nothing but integrity of purpose and sincerity of heart can do this. There is no field of action in which insincerity is so futile as in the handling of workmen. The employer who believes in the principle that

"CONFIDENCE IS THE BASIS OF ALL PERMANENT RELATIONSHIPS" and works accordingly, is the man who will make his Works Committees a helpful force in his organisation.

GERALD R. GAUNT.

2nd February, 1918.

Note.—Mr. Gaunt will be glad to supply fuller detailed information to anyone who is interested in the matter.

(S) FOX BROTHERS & CO., LTD., Wellington, Somerset (and Chipping Norton).

The Wellington establishment is one of the oldest woollen and worsted manufacturing businesses in the country, going back to the 17th century. For nearly 150 years it has been controlled by members of the one family, up to 1896 as partners and since then as directors. Several generations of the families of many of the present employees have worked in the mills. The conditions therefore are somewhat exceptional.* The present number of employees is about 1,400.

The Works Committee was instituted in February 1917 on the suggestion of the Directors, as a means to more harmonious working of the business. Each department elects its representatives, roughly in proportion to the numbers of men and women employed; no one is eligible for membership of the Committee unless he (or she) has been at least five years in the employment of the firm; the right to vote is confined to employees of 18 years of age and over. The composition of the Committee is as follows:—

DEPARTMENT.	NUMBER OF EMPLOYEES.	NUMBER OF REPRESENTATIVES.
Wool Sorters, &c.	60	2
Worsted Spinning	212	4
Woollen Spinning	145	3
Weaving	591	10
Finishing	119	2
Dyeing	39	2
Washhouse	131	3
Mechanics	64	2
		<u>28</u>

* A profit-sharing scheme has been in existence since 1886. Under it some 690 employees have £50,000 invested in the company.

The Committee meets the Directors and the General Manager once a month. Loss of time is paid for. Any question affecting the general welfare of the workers or the business can be discussed. Questions of discipline or wage questions affecting individuals or departments must in the first place come before the foreman of the department concerned and then, if unsettled, before the Manager or Managing Director; if the question is still not satisfactorily settled it can be referred to the Committee and the Directors as the final court of appeal. The object of this procedure is to prevent the undermining of the authority of the management and waste of time upon the discussion of details.

Much of the discussion between the Committee and the Directors has been of an educational character. The Directors have explained some of the principles underlying the administration of a large business—the effect of output upon standing charges and wages, and the like; suggestions for the more economical running of the business are encouraged. In the firm's opinion it is essential to the success of a Works Committee that the Directors take the workpeople into their confidence; the workpeople must be made to realise that they can help the administration and must be asked and given the opportunity to help.

The great advantage secured by the existence of the Committee is claimed to be this: that by a thorough explanation to the members of any new departure in the internal administration of the business misunderstandings are avoided and the workpeople realise the real object of such departures. Another advantage is that the Committee provides a safety-valve; machinery is set up by which any grievance may reach the Directors, and this removes the suspicion that complaints are suppressed by the management.

The Committee also are encouraged to make suggestions as to works amenities such as improvement in ventilation. Questions of holidays and war savings schemes have been discussed and sub-committees have been appointed to deal with such matters as allotments and war charities.

The Committee express their appreciation of the spirit in which the Directors have met them. Both sides are pleased with the working of the system in its experimental stage and expect it to develop its activities.

The great majority of the workpeople are not members of any union; a small minority are organised in a general labourers' union. The difficulties of connecting the Works Committee with trade unionism as seen by the management are two—the small minority in any union, and the fact that the particular union has nothing in common with the industry; if Works Committees are to be linked up with industrial councils, which on the workpeople's side are formed from the

trade unions, some way must be found for isolated establishments to be joined up to the proper unions. Here it may be noted that at the end of November a Works Committee was formed, on the same lines as that at Wellington, at another woollen mill belonging to the same firm, at Chipping Norton. In this case the workpeople are organised and the official of the union took part in the formation of the Committee. There are some 250 workpeople in the establishment and 12 members on the Committee.

In addition to the Works Committee at the Wellington establishment there is also a Management Committee. The two are kept separate for the reason that the workpeople speak with greater freedom in the absence of their foremen.

(T) ROWNTREE AND CO., LTD., THE COCOA WORKS, YORK MEMORANDUM TO THE EMPLOYEES IN THE ALMOND PASTE DEPARTMENT.

The Cocoa Works, York.

1st September, 1916.

(Revised 1st February, 1917).

WORKS' COUNCILS.

For some time past the Directors have felt that it might be of great service to the Manager and Overlookers of a Department, as well as to the Employees, if a Council representing the Management and the Workers were formed, in each Department, for the full and free discussion of all matters affecting the work of the Department, such as:—

- (a) The comfort and well-being of the employees, so far as these depend upon wages, hours and conditions of work, &c., and
- (b) The general efficiency of the Department which depends upon such things as time-keeping, discipline, cleanliness, economy in the use of materials, and upon method and output.

The Directors believe that through a Departmental Council, worked in the right spirit, the employees would feel themselves to have a real share in the administration of the Department, whilst their co-operation would be heartily welcomed by the Management.

As showing what is in the minds of the Directors, the following matters are set down as amongst those which might, very properly, be discussed at Departmental Council Meetings:—

- (1) The criticism of any Piece Wages not thought to be fair or adequate, and the consideration of suggestions for adjustment.
- (2) The consideration of conditions and hours of work in the Department.
- (3) The consideration of departmental organisation and production.
- (4) Rules and discipline.

Owing to the special difficulties of the time, with so many regular workers away, it is not thought advisable just now to institute these Departmental Councils over the Works generally, but, as an experiment, it has been decided by the Directors, with the full concurrence of Mr. G. T. Lee, to form a Council in the Almond Paste Department. It is hoped, however, that although started as an experiment, it may prove to be of permanent value to Workers and Management alike, and that when its value has been shown, and the time is opportune, it may be possible to extend the scheme to other Departments. If this should come about, the institution of a General Works' Council, linking all Departments, would naturally follow.

The work both of the men and women in most of the Departments of the Factory is divisible into certain well defined Sections. In order that each Section may have the fullest opportunity of freely discussing with the Management matters affecting its particular work, it is thought that in addition to a Departmental Council, Sub—or Sectional—Councils will be necessary.

The constitution of such Sectional Councils, as well as of the Departmental Council, is given below.

Sectional Councils.

The number of delegates for each Sectional Council will be fixed on the basis of one delegate for every twelve workers (of whatever age) or part of twelve exceeding six, employed in the Section. Sitting with these at the meetings of each Sectional Council, and having equal powers with them, will be the Manager of the Department with the Head and Sub-Overlookers, Monitors or Chargemen of the particular Section. Should these, however, (including the Manager) exceed in number the workers' delegates, the Members of the Council representing the Administration, will consist of the Manager, the Head Overlookers, together with as many of the Sub-Overlookers, Chargemen and Monitors (elected by ballot amongst themselves) as are required to make up a number equal to that of the workers' delegates. The Manager of the Department will be ex-officio Chairman of the Sectional Councils. He will not have a casting vote. In the case of a drawn vote the matter would be submitted to me as Director controlling the Department. But a decision adverse to the employees' delegates will not prevent the Trade Union concerned from raising the matter subsequently with the Company. (*See* p. 101.)

In addition, there will be one delegate appointed by each Union concerned (for the Men's Sectional Councils from the Men's Union, and for the Women's Sectional Councils from the Women's Union), who shall be allowed to speak, but shall have no vote. Such delegates shall be deemed to hold a watching brief for the Union, but shall be in the employment of the Firm and working in the Department, and preferably, though not necessarily, in the Section.

It is intended that the meeting of the Sectional Councils shall be held on a fixed day once a week, or once a fortnight, as may, in practice, be found necessary. Full Minutes of the proceedings will be kept by the Secretary (who will be Miss Ruth Slate for the Women's Sections and Mr. T. W. Brownless for the Men's). Matters arising in the meetings, affecting the Department as a whole, and not merely the separate Sections, will be referable to the Departmental Council.

Departmental Council.

The Departmental Council will be a distinct body from the Sectional Councils and will consist of one member for every 50 workers (or part of 50 exceeding 25), with an equal number of the Administrative Staff, namely, Manager, Head Overlookers, Sub-Overlookers, Monitors and Chargemen. Where these exceed the workers, the members representing the Administration will consist of the Manager and Head Overlookers, together with as many of the Sub-Overlookers, Chargemen, and Monitors (elected by ballot amongst themselves), as are required to make up a number equal to that of the workers' delegates.

At the meetings of the Departmental Councils there will also be one delegate appointed by the Union representing the Men and one by the Union representing the Women, who shall be allowed to speak, but shall have no votes. Such delegates shall be deemed to hold a watching brief for the Union, but shall be in the employment of the Firm and working in the Department.

Further, the Workers will be entitled to have the attendance of a Permanent Official of their Union, not necessarily in the employment of the Firm, during the discussion of any matter on which they consider it essential that they should have skilled assistance and advice. Any such Official attending a Departmental Council Meeting shall withdraw as soon as the matter is disposed of upon which his or her advice has been required.

Nothing that takes place at a Sectional or Departmental Council shall prejudice the Trade Union in raising any question in the ordinary way. Questions of general principle, such as the working week, wage standards and general wage rules, shall not be within the jurisdiction of the Councils.

The meetings of the Departmental Council will be held once a month during working hours, with myself as Chairman and Mr. Linney as Secretary.

No decisions of the Councils, either Sectional or Departmental, will take effect until confirmed by myself or another Director.

Qualifications for Voting for both Sectional and Departmental Councils.

All male employees over 21 years of age and all female employees over 16, who have been employed by the Firm for six months (whether

on the Regular Staff or not), will be eligible to vote for delegates to both the Sectional or Departmental Councils, and to become Members of such Councils. Delegates will be elected to serve for one year. They will be eligible for re-election so long as they remain in the employment of the Company. No deduction will be made from the wages of Day-workers for the time occupied as delegates in attending the Council Meetings, and Pieceworkers will receive an average wage for the time so occupied.

Application to the Almond Paste Department.

Based upon the aforementioned constitution, the Sectional and Departmental Councils in the Almond Paste Department will work out as follows:—

Sectional.

There will be 6 Sectional Councils as under:—

Women. (1) Bottoms and Centres.

(2) Pipers and Coverers.

(3) Makers.

(4) Packers and Labellers.

Men. (5) Slab, Machine and Boiling (4th Floor).

(6) Crystallizing and Piping (5th Floor), Cage and Carting (3rd Floor).

The number of delegates for each of these Councils will work out thus:—

	NO. OF DELEGATES.
(1) <i>Bottoms and Centres.</i>	
Bottoms—Room 2	2
Bottoms—Room 1	2
Centres—Room 1	3
Centres—Room 2	1
TOTAL	8
(2) <i>Pipers and Covers.</i>	
Room 1	11
Room 2	5
TOTAL	16
(3) <i>Makers</i>	6
(4) <i>Packers and Labellers.</i>	
Packers	9
Labellers	1
TOTAL	10
(5) <i>Slab, Machine and Boiling (4th Floor)</i>	5
(6) <i>Crystallizing and Piping (5th Floor)</i>	6
<i>Cage and Carting (3rd Floor)</i>	1
TOTAL	7

Method and Dates of Elections.

In order to facilitate the election of delegates, a list of employees eligible to vote and to become delegates (men of 21 years of age and over, and girls of 16 years and over, who have been employed by the Company for six months) is now hung up in each Section, and these are asked to nominate sufficient delegates *for their particular Section*.

Nomination papers will be hung up in the Department and employees eligible to vote and wishing to nominate delegates for their Section, should make out and sign one of these papers, and place it in the locked box fixed in the Department for this purpose. A voter is at liberty to nominate as delegate any other voter in his or her Section, provided the person nominated is willing to stand as a delegate. The nomination papers will be collected on Thursday, March 1st, at 5.30, and the names of those nominated will then be printed upon the voting papers which will be given out on Wednesday, March 7th. The election of delegates will take place on Thursday, March 8th.

Departmental.

The same method will be followed in the Election to the Departmental Council, which, however, to avoid confusion, will not take place until after the completion of the Sectional Council Election. Nomination papers will be issued on Wednesday, March 14th, and collected March 15th. The Election will take place on Thursday, March 22nd.

The number of delegates to the Departmental Council is shown below:—

<i>Bottoms and Centres.</i>	NO. OF DELEGATES.
Bottoms—Rooms 1 and 2	1
Centres—Rooms 1 and 2	1
<i>Pipers and Coverers.</i>	
Room 1	3
Room 2	1
<i>Makers</i>	2
<i>Packers and Labellers</i>	3
<i>Slab, Machine and Boiling</i> (4th Floor)	1
<i>Crystallizing and Piping</i> (5th Floor) and <i>Cage and Carting</i> (3rd Floor)	2
	—
TOTAL	14
	—

It is intended to hold the first Meetings of the Sectional Councils within fourteen days and the Departmental Council within one month of the Elections.

T. H. APPLETON,
(Director, R. & Co., Ltd.).

(U.) A PRINTING OFFICE.

In this office there is only the one Chapel, composed at present of about a dozen compositors. In larger offices there are usually several Chapels.* The Chapel meets quarterly. Any member may call a special meeting by "placing a shilling on the stone"; such member will say to the Father "I call Special Chapel at 6 o'clock to-night." If his complaint is found by the Chapel to be a frivolous one the shilling is forfeited. The meetings are held in the office at closing time. In the case of large offices there may not be a room big enough for a chapel meeting, and in such cases meetings are held outside. It is the duty of the Father to interview the head of the firm when anything is wrong; to report to the General Committee of the Union from the Chapel and to the Chapel from the General Committee; to see that subscriptions are paid; to interview newcomers regarding membership of the Union, &c.

Piecework is not now in operation in this shop, so that the Chapel is not called upon in this connection as it may be in other offices.

The employer is strongly inclined towards regular joint meetings between management and representatives of the Chapel. This is rather striking because, as is easy in so small an establishment, he is in direct touch with each of his men. The present Father (he has been in the office for only a few months) did not seem to have entertained the idea of the need for such meetings in this office; he referred to the good conditions and relations prevailing in the office. He said, however, that in bigger offices there was a need for such meetings, and he was prepared to consider the applicability of them to this office. The employer has, in an informal way, for a long time held meetings with the present Father's predecessor and one or two others of the Chapel. He would have them to tea, during which they would have a discussion on shop questions. As examples of the kind of things which joint meetings could discuss, the employer mentioned the following points:—

(1) The adjustment of work, when new circumstances arise; there had been such joint discussions when recently the previous Father, who had been a long time in the firm, was forced to leave.

(2) A break for lunch in the morning; this he means to bring forward, as the five hours' stretch, though in accordance with the Union agreements and the general practice, is too long.

(3) As an example of how, even in a small establishment (where the relations obviously are friendly), there may be unnecessary distance between employer and workmen, he mentioned that

* For example, in one office, there are chapels of compositors, stereotypers, machine minders, machine assistants, warehousemen and certain women employees. The compositors in this office are divided among several departments each of which has its *local* father while *the* father of the compositors' chapel is colloquially known as "imperial" father. The compositors' chapel, as is usual, appoints also a clerk of the chapel. The father of the chapel among the women employees is, appropriately, known as the mother of the chapel.

some time ago he gave facilities to the men to acquire review copies of books. This was greatly appreciated and one man happened to remark that he had often hoped some such arrangement could be made. When challenged by the employer for not suggesting the arrangement, the man could only plead that it wasn't his place. The incident was quoted as probably typical of many situations in which, for want of proper arrangements, the atmosphere clings even to the very best firms much more closely than might otherwise be the case.

(4) The employer further said that he had known of a very serious grievance existing in a large office of which the head of the firm was kept ignorant. He had informed the head of the firm and the grievance, which had been causing great irritation right through the shop, was instantly remedied; it should not have been left to an outsider—obtaining the information only by chance and, again, only by chance knowing the head of the firm concerned—to be the avenue of information.

In regard to the last point (4), the employer was emphatic as to the necessity for the *heads* of establishments meeting the men's representatives. The need was greater the larger the office.*

(V) WELFARE COMMITTEE (OR SOCIAL UNION).

1. The Works Council as it is called, (perhaps it may rather be termed a Welfare Committee), has for its purpose the collection, direct from the workers, of any suggestions for the improvement of their surroundings; and the putting of such suggestions, in the form of mature proposals, before the directors for their approval. It is not intended that these suggestions should in any way be connected with labour conditions. It is the function of the Council to deal solely with suggestions relating to the amelioration of the surroundings of the men's work.

2. The Council is a Joint Council, and its composition is as follows:—There are two representatives of the management and from 19 to 21 of the workmen. The two former are the technical director of the works, who acts as Chairman, and a representative manager† nominated by the firm from the sectional managers. The honorary secretary and the honorary treasurer of the Council may be either persons co-opted by the Council, or representatives of the workers on the Council who have been elected by the Council to these offices. The

* The same need for regular meetings between the management and representatives of the employees was emphasised by the manager of a large printing establishment. He has from time to time held meetings with the foremen and the fathers of the different chapels in the office to discuss questions of common interest; lately, the question of the application of the Whitley Report and, at other times, shop regulations, sanitation, &c.

† The representative manager is said to act as a very useful link between the firm and the workmen, particularly when he is a young man interested in the social side of the works.

representatives of the men are elected (by ballot, and for a period of 3 years) by the different wards into which the works is divided for electoral purposes, (19 in number), and all the workers in the establishment have a vote. Some of the wards represent working departments (*e.g.*, the offices, or again the boilermakers and their labourers); others are artificial creations. These artificial creations are necessary in order that representation may be divided equally among all the departments, without any neglect of small sections and oddments of work. Some of the wards in which women are in a majority are represented by a woman; on the whole Council there are 16 men representatives and 3 women.

3. The Committee has been in existence for some 15 years. As has been said, its function is to deal with shop amenities or works betterment. This includes (*a*) conditions of work during working hours, and (*b*) social activities outside working hours. Of these two the latter is apparently the more considerable, and thus—if one distinguishes between Works Committee, Welfare Committee and Social Union—the Works Council really belongs to the third category rather than the second. The Council, under this head, maintains a recreation ground, for the purchase and equipment of which money was advanced by the firm. The weekly subscriptions paid by the men form at once a sinking fund to extinguish this loan, and a working fund to meet current expenses. The origin of the Works Council, some 15 years ago, was connected with these facts. A number of requests had come from the men to the management, asking for assistance in the promotion of sports, and the advance made by the firm, and the institution of the Works Council, both sprang from these requests.

4. The Works Council thus deals in large measure with questions that lie outside the works. Inside the works its scope is less considerable. The canteen, for instance, is under the control of the firm, which provides meals at less than cost price; the Works Council only deals with the amenities of the canteen. The main concern of the Works Council within the works is with matters such as ventilation, sanitation, and the general comfort of the workers. About half-a-dozen times, but not more, questions have been brought up at the Works Council which have had to be ruled out. Generally, the men's representatives draw a careful distinction between matter belonging to the Works Council and matters belonging to the sphere of Trade Unionism. There has been no difficulty with Trade Unions; on the contrary, the good feeling engendered by the Works Council has led to easy relations between the firm and Trade Unions. The firm, it should be said, recognises Trade Unions, and deals with them regularly.

5. It may be added that while the Works Council has nothing to do with suggestions for improvements in the works, there is a departmental arrangement under which employees can make suggestions. In each department there is a suggestion box, into which any workman

can drop a memorandum of his suggestion; the memoranda of suggestions are regularly collected, and awards of prizes are made for good suggestions.

6. In the matter of meetings and procedure, the Works Council meets once a month, sometimes in the employer's time (in which case the men are paid during the time of their attendance) but generally in the evening, when work is over for the day. There is a regular agenda, prepared by the secretary, containing matters brought up on the reports of sub-committees or raised by individual representatives.

(W) A MINER'S STATEMENT ON OUTPUT COMMITTEES.*

The following statements form part of the answer by a miner working in the area of the Midland Federation to the Questionnaire printed in Appendix I. The references are to the Output (or Absentee) Committees in his district. The functions of these Committees, as in other districts, are concerned with two matters—cases of absence from work and facilities for increasing output (improvements, negligence on the part of officials, &c.):—

1. *Origin.*—(b) The Joint Committee† found out that output was not only affected by absenteeism, but by faulty management, and they began to frame rules which would embrace the faults of the management, as well as the workers' negligence in absenteeism, and would call the Committees, instead of Absentee Committees, Output Committees, which gives wider facilities and administration in working.

(c) The meeting of representatives of employers and employed soon became lively and it showed the intense interest that was taken in the Government suggestions, and the men soon pointed out to the coal owners that there were other causes which caused a reduced output of coal besides absenteeism—the faults of the management in allowing the miners to wait for timber, no facilities in taking men to their work and bringing them back, the waiting for tubs through scarcity and uneven distribution of the same. If they were going to work this scheme and draw up rules, they must bring the management in as well as the men.

The coal owners, after consultation, decided to accede to the request of the men and asked them to withdraw from this meeting, take it back to their delegate board and appoint a small committee to draw up rules which would give them a voice in the management of the collieries concerned.

2. *Constitution.*—(d) The worker's side constitutes a separate Committee only so far. Just to illustrate what I mean; if there is a serious case which has to be brought to the Joint Committee the worker's side will meet together separately before going to meet the management side, so that they can as far as they are concerned get agreement.

* For Rules of these Committees in another district see p. 114.

† Sectional joint committees of the miners.

(e) They are duly elected, not for 12 months but for any time. This seems to me a great mistake. They ought to be elected every 12 months, as some of them have lost the confidence of the men, and it causes discontent and friction; annual elections would make for confidence and efficiency. The classes represented by these Committees are miners, datal, haulage, surface workers, who are manipulators of coal. I might say it would have been better when the rules were drawn up if it had been stated that all classes must be represented. You have on most of the Committees datal, haulage, and surface workers without representation. These Committees are only set up as far as the Miners' Federation of Great Britain are concerned. Shop men, shunters, labourers, and locomen are outside, as the idea amongst the coal owners is that these classes of workers do not affect the output of coal.

(f) (i) The trade unions have all the representation as far as the workers are concerned. Of course, it is possible for the men at the colliery to appoint a non-unionist, but he would be a rare species.

(ii) No, it has none; it can suggest, but not appoint; this is left entirely to the men. In one colliery they refused to set up a Pit Committee though the Miners' Union wanted to set one up and the leaders held meetings; but they failed to persuade the men. The Coal Controller was pressing the Directors, and the Directors the management, but they could not persuade the men; the men were afraid of victimisation and I think they had a good case. Where men stood by their comrades, they were soon out of work not knowing what for, only the management saying "inefficient."

(iii) The trade union official can pay a visit to any of the Committees when sitting and listen to all the business and see whether it is being conducted in the interests of the men, or to see fair play all round, or to see that the management are not abusing the powers set by rule.

(iv) The relationship is good in many of them, but there are doubts in the men; if some of the stewards are put in contracting places and coal is pretty easy to get, the representatives are open to attack by the men as they say "you would not have such a soft job only you have been acting in the master's interests"; and some of them play more than the usual time allowed, and nothing is said. I am sorry to say that if a strong man is on the Committee and he goes in for pulling the management up the harmony is broken a good deal; you can fine the men and forgive them, but when you come to the management it is another thing.

(g) They are chosen by the Managing Director; he asks the Underground Manager, and the under-lookers, or deputies, as they call them, who are responsible for different coal seams. By this method you get an all round representation as far as the underground workers are concerned, but datal and surface management is left out.

(j) I will be most frank in what I have got to say in this important question. The employing side want no change, as it only applies to absenteeism as far as they are concerned. The rules give the men a voice in the management, but I am sorry to say there is no Committee strong enough to administer the rules as it relates to management: they go so far but stop as they see an invisible pressure being brought upon them which is going to affect the security of their living, a kind of victimisation which you cannot prove. Your contracting place is finished and you want another place but the management sends you "odding"—you are middle-aged and you cannot keep pace with the younger element; and you look after a fresh place, but every where is full up, and when you come out of the office you can see other men set on. This is what is going on all round the district, and you want to strengthen these men by having the rules enacted by Act of Parliament to make them binding; and if cases like this happen, there wants to be a Tribunal appointed by Government, representative of all classes, so that a man shall have a fair hearing and equality of justice; this will give him a security and it will reduce this insecurity of work.

3. *Functions.*—(a) iv. The suggestion of improvements is within the scope of Committee and some good work has been done, which has affected the output of coal and increased the wages of the men.

v. None of these points are dealt with by our Committee or only indirectly; it would be a splendid thing if these points were dealt with. There is more friction caused under these heads between the management and the men than under any other points.

Timekeeping.—The management promises the men they will put so many turns to their credit for doing certain dead work in the mine, and when the time arrives for them to receive the wage at the week end, the money has not been put in to their credit; so the men often have to go to the office to make complaints, with a promise from the management it will be in for next week. If this was brought before a committee of this standing, a more harmonious spirit would be brought to bear on the industry.

Language.—The language by some of the management to the workers is disgraceful and is not fit for any child in the pit to hear. This point can come before the Committee but I have not known of any case yet, though reports have been made to the leaders of the men and they have taken up the cases. In one case I know the men refused to go to work until the management were removed, but wise counsels prevailed and the bitterness was removed.

Methods of Foremen.—The mining industry requires great changes as the methods of the foremen are at fault in not paying for dead work, such as emptying dirt, or packing it; they should pay for so many tubs, but if 1 or 2 tubs are over the stated number that they pay for, they reckon them nothing; in measuring ripping, instead of going to the widest part of the level they go to the narrowest, which may mean to

the man a difference of 5s. on that piece of work; in not seeing to a good distribution of wagons going in and about the mine, &c. There is a splendid scope for a Committee, but ours have only limited powers as far as the methods of the foremen are concerned.

vii. *Canteen*.—This question does not come within scope of our Committee, but one large colliery has a canteen, and suggestions have been made from the Committee there in the management of the canteen. It would be a good thing for a colliery to have a canteen, as many men are called upon to work overtime and cannot get food, and they work on many hours without, which only means inefficiency. In the colliery which has a canteen, the men can get a good meal and hot drinks at cost price. I know when winter time comes on and the output of coal depends on the surface workers sticking to their work, the management have rest periods for individuals and the management gives them hot drinks to keep them at it. But at collieries where there are no canteens they have to knock off on account of the weather.

Sanitation.—Not within the scope of our Committee, but conditions are awfully bad.

Works Amenities.—Manners: There are hardly any about the collieries; the management have an idea that nothing can be done without swearing and shouting, and it is a disgrace to hear it. Some managers are extremely nice, but they are very rare.

4. *Procedure*.—(a) ii. The Committee meets once a week where a large colliery is concerned (say 1,000 to 2,000 employees), but where there are less employees, they are specially summoned by notice from the Secretary of the Committee.

iii. Yes, the worker members meet separately, but only when the questions are vital and contentious.

v. They take place in the workers' time and the employers' time. The meeting is called for 1 o'clock. The management allow the worker members to come out of the pit before the time but at their own (the workers') expense, and the Committee sits till it comes into the workers' time after 2 o'clock.

vi. It generally lasts 2 or 3 hours. It all depends on how many defendants and who are the defendants.

vii. The worker members are paid out of the Trade Union funds at the rate of 2s. 6d. per meeting. This causes friction as it is costing the Union a great amount of money and they feel that the Government ought to pay or part pay for this work, as it is being carried on in the national interests to secure a greater output of coal. Some suggest that the management ought to pay half.

5. *Relations with Trade Unions*.—(b) They only recognise the Miners' Union as far as the jurisdiction of this committee is concerned. They (the owners) did try to bring offenders in from other unions, but the miners would have nothing to do with them.*

* In this respect the practice differs from that of the timekeeping committees at the Cleveland and Durham blastfurnaces. See p. 117.

6. *General*—(a) The attitude of the management to Committees is fairly good; just according to what the business is. If it applies to men they are good, but when it applies to the management the feeling changes a little; but on the whole it is good. I don't know of any decisions they have not carried out, but it takes them a long time to do it; when they promise, your tenacity has to be great.

(e) As far as colliery workers are concerned separate Committees are not needed as they would deal with all questions that could arise; what would be essential would be to see that all grades are represented on the committee.

Appendix III

SUMMARY OF A DISTRICT INVESTIGATION IN THE ENGINEERING AND SHIPBUILDING INDUSTRIES.

Of 32 firms in the engineering and shipbuilding industries in one district in which another enquiry was made as to the existence of Works Committees, eight were found to have Works Committees. In addition, one had a Dilution Committee, one a Welfare Committee, one a Women's Committee and in one there was a Shop Committee. In one other there was a Works Committee until recently. Expressions of opinion as to the value of Works Committees were obtained from 18 to 32 employers. Ten expressed themselves in favour and eight as opposed to Works Committees. Of the ten in favour, seven now have a Works Committee; of the eight opposed, one has a Dilution Committee and one a Gunshop Committee, while six have no form of Committee.

The following are notes of opinions of these employers:—

Favourable:—

- (1) "Useful work in the outcome."
- (2) "Committee should be encouraged . . . much depended on class of men chosen from both sides."
- (3) "Applied to large establishments very commendable."
- (4) "If established generally would do an infinite amount of good."
- (5) "Nothing but good would accrue if such Committees were general."
- (6) "In entire sympathy."
- (7) "Experience is a very happy one and not by any means one-sided as the members of the Committee do everything possible to render assistance to the firm."
- (8) "Very harmonious relations although . . . grievances much too one-sided."
- (9) "Perfectly satisfied."

Unfavourable:—

- (1) "Encourages men to leave work to engage in business which management should attend to."
- (2) "Power is taken from management and exercised by the men."
- (3) "Simply looking for trouble."
- (4) "Advantage would be taken to look for trouble."
- (5) "Any amount of friction would ensue."

(6) "Afraid grievances would only come from one side and little endeavour would be made to assist the management in conduct of works."

(7) "Dealing with accredited shop stewards entirely satisfactory."

Of the opinions coming under "Favourable" all except (3) and (4) are from establishments which have Works Committees; of those coming under "Unfavourable" (1) is from an establishment in which one shop has a Committee, (2) to (7) from establishments without Committees.

The opinions of sixteen active trade unionists employed in the same industries in this district also show differences. Of the sixteen seven are employed in establishments which have, or in one have had, a Work Committee, and nine in establishments which have no experience of a Works Committee. Of the seven, five are favourable and two unfavourable; of the nine, four favourable and five opposed.

This investigation would appear to support the results arrived at in the report that the majority both of employers and of workpeople with experience are persuaded of the benefits of Works Committees.

Appendix IV

JOINT COMMITTEES ON ABSENTEEISM

- (A.) (i) Joint Committees at Collieries in Northumberland—Rules.
- (ii) Note on Committees at Collieries in other districts.
- (B.) (i) Joint Committees at Ironworks in Cleveland and Durham—
Agreement.
- (ii) Note on Working of these Committees.
- (A.) (i) JOINT COMMITTEES AT COLLIERIES IN NORTHUMBERLAND—

RULES.

NORTHUMBERLAND COAL OWNERS' ASSOCIATION

AND

NORTHUMBERLAND MINERS' MUTUAL CONFIDENT
ASSOCIATION.

*Rules respecting the Formation and Procedure of Joint Committees
for the purpose of securing greater Regularity of Work at the
Collieries.*

In order to increase the output of coal the following rules are adopted by the above-named Associations:—

1. Where workmen are unable to work in their own working places such persons shall work in other places where there are vacancies in accordance with the custom of the colliery. If no such places are available and the man in consequence has to go home, he shall not be returned to the Authorities as an Absentee on that day.

2. Men prevented from getting to their work at the proper time, due to the workmen's train or car being late, shall on its arrival be allowed to go to work.

3. All deputations shall be held at such hours, whenever possible, as will cause no loss of time to the members of such deputations or the men who appear with them.

4. All persons shall attend every day on which the pit is working unless prevented by illness or other reasonable cause.

5. That a District Committee be set up consisting of an equal number of coal owners' and workmen's representatives.

If all members are not present, only an equal number shall vote on each side.

6. That the District Committee shall meet as agreed upon for the purpose of dealing with disputes which have arisen under any of the Local Committees and any other business, except in the event of urgent business, in which case a meeting may be called on the representation of either side to specially deal with the matter.

7. That a Local Committee shall be established at each colliery, consisting of an equal number (not exceeding three each) of coal owners' and workmen's representatives to carry out these rules. If all members are not present, only an equal number shall vote on each side.

8. The Local Committee shall meet at least once a fortnight, and the management shall supply a "Time Lost Sheet," showing the names of the men against whom there is a complaint, and the Local Committee shall decide upon whom they shall summon to the next meeting.

9. The men who are called upon to appear before the Committee shall have at least two days' notice given to appear. Failing to attend they will be dealt with in their absence, and the method of giving notice to attend shall be left to the Committee at each colliery.

Meetings are to take place so that men may attend without losing time.

10. The Local Committee shall be empowered to impose fines, and the persons so fined shall have the option of signing a book for such fines to be deducted or to be dealt with by the management.

(a) If the first method is selected by the workman and he attends and works full time, as defined by Rule 4, for one month after the fine is inflicted, the fine to be returned to him.

(b) All fines not so redeemed to be paid over to some charitable institution to be selected by the Local Committee.

(c) The amount of fines shall be:—

For a first offence for which a fine is inflicted, 2s. 6d. per day of avoidable absence; a second offence, 5s. per day. In the event of a third offence the case to be dealt with at the discretion of the management.

11. The Local Committee shall report to the District Committee all cases in which they fail to agree.

12. Excuses for absence must be *bona fide*, and where an absentee claims he was away owing to illness, a doctor's note must be produced if demanded.

13. Any official responsible for the workmen losing work or failing to do his best to get work for them shall be reported to the Local Committee, who shall investigate the circumstances, and if the charge appears to be justified the case shall be reported to the Central Committee to deal with.

14. These rules to continue for the duration of the war.

REGINALD GUTHRIE,
WILLIAM STRAKER,

Secretaries.

12th February, 1917.

(A.) (ii) NOTE ON COMMITTEES AT COLLIERIES IN OTHER DISTRICTS.

Committees formed on very similar lines have been set up in other, but not in all, mining districts. The statements as to functions and procedure may differ in certain particulars. (1) Provision is sometimes made for the attendance of officials of the miners' and owners' associations at Pit Committee meetings. (2) The scope of a Pit Committee's functions is sometimes stated so as to include more than appears to be covered by Rule 13 above, which deals with officials "responsible for the workmen losing, or failing to do his best to get work for them." The functions may include the consideration of facilities for output and the suggestion of improvements, apart from cases arising under the circumstances referred to in Rule 13 above. This is commented upon in the report printed in Appendix II (W). (3) The rules vary also in such details as number of representatives, time of meetings, and amount of fines.

The results achieved differ greatly from district to district. In some districts no Committees have been set up, while in some others, after being set up, the Committees have either failed to work at all or, after a period of successful operation, have weakened and been abandoned. In other districts, however, the Committees have continued to work satisfactorily, improving timekeeping and organisation and increasing the output. The application of short time has in certain districts made the need for the Committees less urgent and an estimate of their value difficult. Among the reasons given for failure to institute the Committees are (1) failure of employers to take the matter up, and (2) the younger men's dislike for the scheme; and for failure to work satisfactorily (1) the failure of employers to carry out agreements about Sunday work &c., and (2) simple inability of the two sides to agree.

(B.) (i) JOINT COMMITTEES AT IRONWORKS IN CLEVELAND AND DURHAM.

AGREEMENT SETTING UP WORKS COMMITTEES TO DEAL WITH CASES OF TIME-LOSERS.

This Scheme has been suggested by the Ministry of Munitions and accepted by the Cleveland Ironmasters' Association and the Cleveland Blastfurnacemen's Association, in order to avoid the necessity of taking men before the Munitions' Tribunals. The Agreement will come into operation on Sunday the 12th day of August, 1917, at Ironworks.

1. At each works in the Ironmasters' Association there shall be set up a Committee consisting in the first instance of three workmen employed at the works.

2. The appointment of the three workmen (one of whom must be the delegate) shall rest with the Cleveland and Durham Blastfurnacemen's and Cokemen's Association.

3. The Cleveland Ironmasters' Association, or any individual member thereof, may, at any future time, and at the request of the Cleveland Blastfurnacemen's Association must, also appoint to the Committee three employer representatives for each works or for such of the works as are affected, and such representatives shall have equal powers and duties with the workmen's representatives.

4. So long as the Committee consists of three representatives, two shall form a quorum; if the Committee consists of six representatives, four shall form a quorum.

5. There shall also be created a Central Committee consisting of six persons, three of whom shall be appointed by the Cleveland Ironmasters' Association, and three by the Cleveland Blastfurnacemen's Association; four to form a quorum.

6. The duties and the powers of the Works Committee shall be:—

(a) To inquire fully into every case brought by the Manager of the Works of alleged bad time-keeping on the part of any workman employed at the works under his charge.

(b) To give warning and advice to any workman who may appear to need it.

(c) To inflict, subject to the provisions of the Truck Acts, such penalty or fine as in the judgment of the Committee the case shall merit, such fine not to exceed 20s. in any one instance.

(d) In the case of repeated offences, to transmit the facts and evidence to the judgment of the Central Committee.

(e) In the event of the Works Committee being equally divided in their judgment on any case, the same shall be submitted to the Central Committee for decision.

(f) Each Works Committee shall have power to reduce or remit altogether any fine imposed by the Committee, if the offender's conduct during the four weeks succeeding the hearing of his case justifies any variation in the original penalty.

7. The duties and the powers of the Central Committee shall be:—

(a) To review all the facts and evidence in connection with any case which may be submitted to it by Works Committees, and, if it so decides, to impose upon the offender, subject to the provisions of the Truck Acts, a fine not exceeding 40s., or to submit the case to the judgment of the Ministry of Munitions.

(b) To make regulations for the guidance of the Works Committees.

8. Fines shall be deducted, subject to the provisions of the Truck Acts, from the wages due to the workmen penalised, and unless remitted by the end of four weeks from date of deduction, shall be

handed over to some fund at the works where the offender is employed to be used for the benefit of the workmen or their dependants, or be handed over to some agreed upon local charity.

9. The regulations herein shall apply by agreement to all workmen members of the Cleveland Blastfurnacemen's Association. Any workman outside the Cleveland Blastfurnacemen's Association, and employed at the Ironmasters' works, may submit his case for judgment to the Committees if he so desires and be bound by the decision given.

10. Each Employer party to this arrangement shall authorise one of his clerical staff to act as Secretary to the Works Committee, and such person shall keep a record of the decisions given by the Committee for the particular works and shall transmit at the end of each calendar month a record of such decisions to the Secretary of the Central Committee and to the Secretary of the Cleveland Blastfurnacemen's Association.

11. The Committees under this scheme shall exist so long as Munition Tribunals under the Munitions of War Act continue to operate, but the regulations may be varied at the end of six months on the application of either party hereto.

12. The requisite agreements to be made immediately by the two Associations concerned for enabling the Committees to exercise the powers and perform the duties specified above.

13. The Arbitration Act, 1889, shall not apply to any proceedings under this agreement.

Signed on behalf of the Cleveland Ironmasters' Association.

J. T. ATKINSON,
Secretary.

Signed on behalf of the Cleveland and Durham Blastfurnacemen and Cokemen's Association.

THOS. MCKENNA,
Secretary.

Middlesbrough,
July 24th, 1917.

(B) ii. NOTE ON WORKING OF THESE COMMITTEES.

It is agreed on both sides that these Committees have worked very satisfactorily; both employers and employees regard the Works Committees as a far better means of investigating and settling questions of this character than that of taking the men before the Munitions Tribunals. Some twenty-eight Committees, all of them joint in membership, have been set up, but it has not been necessary for all of them to meet. The Central Committee had not met up to the end of January, 1918, though two or three cases had been recently filed for that Committee. A Works Committee is generally unanimous about its

decision—whether or not a fine should be imposed, or the amount of the fine. In a large proportion of cases, more than half, a reduction or remission of fines has been allowed in accordance with section 6 (*f*). Those workmen who are not members of the union usually avail themselves of section 9 of the Agreement to submit their cases to the Works Committee.

Appendix V

NATIONAL AND DISTRICT SCHEMES—SHOP STEWARDS.

- (A) Memorandum of Conference between the Engineering Employers' Federation and thirteen Trade Unions.
- (B) Clyde Shipyards Joint Trades' Vigilant Committee.
- (C) Coventry Engineering Joint Committee—Shop Rules.

The following schemes are printed as further illustrations of the problem discussed in Section VI. of the Report—"Relations with Trade Unions." (A) is the agreement come to in December, 1917, between representatives of the Engineering Employers' Federation and of thirteen Trade Unions. (B) is a Trade Union district scheme of organisation of Shop Stewards and Works Committees instituted before the war. (C) gives the proposals put forward by the Coventry Engineering Trades' Joint Committee for their district before the negotiations which resulted in (A) were initiated.

(A) MEMORANDUM OF CONFERENCE BETWEEN THE ENGINEERING EMPLOYERS' FEDERATION AND THIRTEEN TRADE UNIONS.*

It is mutually agreed to recommend as follows:—

REGULATIONS REGARDING THE APPOINTMENT AND FUNCTIONS OF SHOP STEWARDS.

With a view to amplifying the provisions for avoiding disputes it is agreed:—

1. The workmen who are members of the above Trade Unions, employed in a Federated establishment, may appoint representatives from their own number to act on their behalf in accordance with the terms of this Agreement.
2. The representatives shall be known as Shop Stewards.
3. The method of election of Shop Stewards shall be determined by the Trade Unions concerned, and each Trade Union, parties to this Agreement, may appoint Shop Stewards.
4. The names of the Shop Stewards, and the shop or portion of a shop in which they are employed, and the Trade Union to which they belong, shall be intimated officially by the Trade Union concerned in the management on election.

* Steam Engine Makers' Society, Society of Amalgamated Toolmakers, &c., U. K. Society of Amalgamated Smiths and Strikers, National Society of Amalgamated Brassfounders and Metal Mechanics, Associated Blacksmiths and Iron Workers' Society, Workers' Union, National Amalgamated Union of Labour, United Machine Workers' Association, Electrical Trades Union, United Journeymen Brassfounders, &c., Amalgamated Society of Coremakers, National Union of General Workers, and National Amalgamated Union of Enginemen, &c.

5. Shop Stewards shall be subject to the control of the Trade Unions, and shall act in accordance with the rules and regulations of the Trade Unions and agreements with the employers so far as these effect the relation between employers and workpeople.

6. In connection with this Agreement, Shop Stewards shall be afforded facilities to deal with questions raised in the shop or portion of a shop in which they are employed. In the course of dealing with these questions they may, with the previous consent of the management (such consent not to be unreasonably withheld), visit any other shop or portion of a shop in the establishment. In all other respects they shall conform to the same working conditions as their fellow-workmen.

7. Employers and Shop Stewards shall not be entitled to enter into any agreement inconsistent with agreements between the Engineering Employers' Federation or Local Association and the Trade Unions.

8. The functions of Shop Stewards, so far as they are concerned with the avoidance of disputes, shall be exercised in accordance with the following procedure:—

(a) A workman or workmen desiring to raise any question in which he or they are directly concerned, shall in the first instance discuss the same with his or her foreman.

(b) Failing settlement, the question shall, if desired, be taken up with the management by the appropriate Shop Steward and one of the workmen directly concerned.

(c) If no settlement is arrived at, the question may, at the request of either party, be further considered at a meeting to be arranged between the management and the appropriate Shop Steward, together with a deputation of the workmen directly concerned. At this meeting the Organising District Delegate may be present, in which event a representative of the Employers' Association shall also be present.

(d) The question may thereafter be referred for further consideration in terms of the Provisions for Avoiding Disputes.

(e) No stoppage of work shall take place until the question has been fully dealt with in accordance with this Agreement and with the Provisions for Avoiding Disputes.

9. In the event of a question arising which affects more than one branch of trade, or more than one department of the works, the negotiations thereon shall be conducted by the management with the Shop Stewards concerned. Should the number of Shop Stewards concerned exceed seven, a deputation shall be appointed by them, not exceeding seven, for the purpose of the particular negotiation.

10. Negotiations under this agreement may be instituted either by the management or by the workmen concerned.

11. The recognition of Shop Stewards is accorded in order that a further safeguard may be provided against disputes arising between employers and their workpeople.

12. Any questions which may arise out of the operation of this Agreement shall be brought before the Executive of the Trade Union concerned, or the Federation, as the case may be.

(B) CLYDE SHIPYARDS JOINT TRADES' VIGILANT COMMITTEE.*

1. This Committee shall consist of Trade Unions representative of the workmen employed in the Clyde Shipyards.

2. Its object shall be to endeavour to adjust all complaints of a general character, endeavour to secure uniformity in the conditions of employment of the members and strengthen and perfect the organisations of the affiliated Unions.

(a) By representatives of the Society affected at once reporting the matter to the Secretary of the Yard Vigilant Committee.

(b) By insisting that all non-union members of the respective trades shall become members of their Trade Union.

(c) By dealing with any member of an affiliated Union who fails to keep himself in compliance with the Rules of his Union.

YARD VIGILANCE COMMITTEES.

3. A Vigilance Committee shall be appointed in each yard or dock, composed of one representative from each Society affiliated. Societies having more than one section of workmen shall be entitled to one representative from each section.

4. The Committee shall appoint a Secretary to whom all complaints shall be lodged by members of the Committee.

5. Each Shop Steward must examine the contribution cards of the members of their own societies on the first Wednesday of each month, and interview new starts immediately after starting.

6. The Committee will meet at least monthly.

7. Representatives of each society must attend and report to the Committee as to the condition of the members under his supervision.

8. On receipt of a complaint, the Committee shall endeavour to effect a settlement by interviewing the foreman or management. Failing adjustment the matter must then be reported to the Secretary of the Central Board.

9. The machinery of each society for dealing with such questions must first be exhausted before reporting to the Yard Vigilant Committee.

* The first meeting was held on the 14th February, 1911. A similar organisation in Engineering—The West of Scotland Locomotive and General Engineering Joint Trades' Vigilant Committee—was instituted in September, 1914. It had then been under consideration for some months.

10. The Secretary must send in his official report to the Secretary of the Central Board on the second last Thursday of March, June, September, and December.

11. Should any member of the Yard Vigilant Committee be penalised for taking part in the work of the Committee, such cases must be immediately reported to the Secretary and taken up jointly.

12. Where the Secretary of the Committee has been changed, the name and address of his successor must be forwarded to the Secretary of the Central Board.

13. Expenses incurred by the Committee for room rent, stationery and postages, will be met by Central Board. All such accounts must be sent quarterly to the Secretary and submitted to the Central Board for approval.

14. Under no circumstances can the Yard Vigilant Committee authorise a stoppage of work, either of a partial or general nature.

Arrears.—Members over 10s. in arrears must reduce same at the rate of 2s. 6d. per week; 15s. 5s., per week; and 20s., 10s. for the first week and 5s. per week thereafter.

CENTRAL BOARD.

15. A Central Board shall be appointed and shall consist of a responsible representative of each Union affiliated. Societies having separate sections administered separately shall be entitled to one representative from each section.

16. Their duties shall be to see that a Vigilant Committee is appointed in each yard or dock, and deal with all complaints remitted to them by the Yard Committees.

17. They shall annually elect a Chairman and Secretary from amongst their number, the latter to act as Treasurer.

18. The Secretary on receiving a complaint from a Yard Committee, may, after consultation with the Chairman of the Central Board and the representative of the Trade directly concerned, endeavour to get the matter adjusted, failing which the Central Board will be convened.

19. Before any stoppage of work takes place, the consent of the Central Board of this Committee must be obtained.

20. To meet expenses the Central Board shall make a call upon each society affiliated for such sum as may from time to time be agreed upon.

21. Meetings of the Central Board will be held on the last Friday of each quarter, or oftener if, in the opinion of the Chairman and Secretary, such is necessary.

(C) COVENTRY ENGINEERING JOINT COMMITTEE.*

Shop Rules and Instructions for Stewards.

1. That the Coventry Engineering Joint Committee shall be the Executive Committee over all Shop Stewards and Works Committees affiliated. Any change of practice in any shop or works must receive the consent of the Joint Engineering Committee before being accepted by the men concerned.

2. That all nominees for Shop Stewards must be members of Societies affiliated to the Coventry Engineering Joint Committee.

3. Stewards shall be elected by ballot for a term not exceeding six months; all retiring Stewards to be eligible for re-election.

4. Each section shall be able to elect a Steward, irrespective of Society.

5. The Stewards of each department shall elect a Chief Steward.

6. The Chief Stewards of departments shall constitute the Works Committee, who, if exceeding 12 in number, can appoint an Executive Committee of seven, including Chairman and Secretary.

7. All Stewards shall have an official Steward's Card issued by Joint Committee.

8. Each Steward on being elected, and the same endorsed by his Society, the Joint Committee Secretary shall send him an official card.

9. The Steward must examine any man's membership card who starts in the shop in his section. He should then advise the man to report to his respective Secretary, and give him any information required on rates and conditions, &c. There shall be a show of cards every month to ascertain if every member is a sound member, and if any member is in arrears (eight weeks) he must report same to the Chief Steward.

10. If there is any doubt of any man not receiving the district rate of wages, the Steward can demand to examine pay ticket.

11. Any member accepting a price or time basis for a job must hand record of same to his Section Steward, who shall keep a record of times and prices on his section of any work, and hand the same to Chief Shop Steward.

12. The Chief Steward shall keep a record of all times and prices recorded to him by sections of his department. On a section being not represented he shall see to the election of Steward for such section.

* The twenty-one societies affiliated are:—Friendly Society of Ironfounders, Steam Engine Makers, United Machine Workers, Amalgamated Society of Engineers, Amalgamated Toolmakers, Smiths and Strikers, Brassworkers and Metal Mechanics, Coppersmiths, United Brass Finishers, Electrical Trades Union, Boilermakers, Coremakers, Patternmakers, United Coach Makers, Progressive Tin Plate Workers, National Federation of Women Workers, National Union of Clerks, Amalgamated Carpenters and Joiners, General Union of Carpenters and Joiners, London and Provincial Coach Makers, and Amalgamated Wood Cutting Machinists.

13. Any grievance arising on any section must be reported to Chief Shop Steward, who shall, with Steward on section and man concerned, interview foreman or manager. Failing redress, the Chief Steward then to report to the Works Committee.

14. The Works Committee shall be empowered to take any case of dispute before the management, not less than three to act as deputation.

15. On the Works Committee failing to come to any agreement with the management, they must immediately report to the Engineering Joint Committee, who shall take up the matter with the firm concerned, a representative of the Works Committee to be one of the deputation. It is essential, pending negotiations, that no stoppage of work shall take place without the sanction of the Engineering Joint Committee.

16. A full list of all Shop Stewards must be kept by the Joint Committee. Any change of Stewards must be reported to the Joint Committee's Secretary.

17. The Joint Committee shall be empowered to call meetings of Stewards at any works, also meetings of all Chief Stewards in the district when the Joint Committee so decides, if necessary.

18. If at any time of dispute the Engineering Joint Committee decides upon the withdrawal of its members from any firm or firms, the Steward shall be issued a special official badge from this Committee with the idea of assisting to keep order, if necessary, in the interests of the members concerned.

Appendix VI

MINISTRY OF RECONSTRUCTION.

COMMITTEE ON RELATIONS BETWEEN EMPLOYERS AND EMPLOYED. SUPPLEMENTARY REPORT ON WORKS COMMITTEES.

To the Right Honourable D. Lloyd George, M.P., Prime Minister.
SIR,

In our first and second Reports we have referred to the establishment of Works Committees,* representative of the management and of the workpeople, and appointed from within the works, as an essential part of the scheme of organisation suggested to secure improved relations between employers and employed. The purpose of the present Report is to deal more fully with the proposal to institute such Committees.

2. Better relations between employers and their workpeople can best be arrived at by granting to the latter a greater share in the consideration of matters with which they are concerned. In every industry there are certain questions, such as rates of wages and hours of work, which should be settled by District or National agreement, and with any matter so settled no Works Committee should be allowed to interfere; but there are also many questions closely affecting daily life and comfort in, and the success of, the business, and affecting in no small degree efficiency of working, which are peculiar to the individual workshop or factory. The purpose of a Works Committee is to establish and maintain a system of co-operation in all these workshop matters.

3. We have throughout our recommendations proceeded upon the assumption that the greatest success is likely to be achieved by leaving to the representative bodies of employers and employed in each industry the maximum degree of freedom to settle for themselves the precise form of Council or Committee which should be adopted, having regard in each case to the particular circumstances of the trade; and, in accordance with this principle, we refrain from indicating any definite form of constitution for the Works Committees. Our proposals as a whole assume the existence of organisations of both employers and employed and a frank and full recognition of such organisations. Works Committees established otherwise than in accordance with these principles could not be regarded as a part of the scheme we have recommended, and might indeed be a hindrance to the

* In the use of the term "Works Committees" in this Report it is not intended to use the word "works" in a technical sense; in such an industry as the Coal Trade, for example, the term "Pit Committees" would probably be the term used in adopting the scheme.

development of the new relations in industry to which we look forward. We think the aim should be the complete and coherent organisation of the trade on both sides, and Works Committees will be of value in so far as they contribute to such a result.

4. We are of opinion that the complete success of Works Committees necessarily depends largely upon the degree and efficiency of organisation in the trade, and upon the extent to which the Committees can be linked up, through organisations that we have in mind, with the remainder of the scheme which we are proposing, viz., the District and National Councils. We think it important to state that the success of the Works Committees would be very seriously interfered with if the idea existed that such Committees were used, or likely to be used, by employers in opposition to Trade Unionism. It is strongly felt that the setting up of Works Committees without the co-operation of the Trade Unions and the Employers' Associations in the trade or branch of trade concerned would stand in the way of the improved industrial relationships which in these Reports we are endeavouring to further.

5. In an industry where the workpeople are unorganised, or only very partially organised, there is a danger that Works Committees may be used, or thought to be used, in opposition to Trade Unionism. It is important that such fears should be guarded against in the initiation of any scheme. We look upon successful Works Committees as the broad base of the Industrial Structure which we have recommended, and as the means of enlisting the interest of the workers in the success both of the industry to which they are attached and of the workshop or factory where so much of their life is spent. These Committees should not, in constitution or methods of working, discourage Trade organisations.

6. Works Committees, in our opinion, should have regular meetings at fixed times, and, as a general rule, not less frequently than once a fortnight. They should always keep in the forefront the idea of constructive co-operation in the improvement of the industry to which they belong. Suggestions of all kinds tending to improvement should be frankly welcomed and freely discussed. Practical proposals should be examined from all points of view. There is an undeveloped asset of constructive ability—valuable alike to the industry and to the State—awaiting the means of realisation; problems, old and new, will find their solution in a frank partnership of knowledge, experience and goodwill. Works Committees would fail in their main purpose if they existed only to smooth over grievances.

7. We recognise that, from time to time, matters will arise which the management or the workmen consider to be questions they cannot

discuss in these joint meetings. When this occurs, we anticipate that nothing but good will come from the friendly statement of the reasons why the reservation is made.

8. We regard the successful development and utilisation of Works Committees in any business on the basis recommended in this Report as of equal importance with its commercial and scientific efficiency; and we think that in every case one of the partners or directors, or some other responsible representative of the management, would be well advised to devote a substantial part of his time and thought to the good working and development of such a committee.

9. There has been some experience, both before the war and during the war, of the benefits of Works Committees, and we think it should be recommended most strongly to employers and employed that, in connection with the scheme for the establishment of National and District Industrial Councils, they should examine this experience with a view to the institution of Works Committees on proper lines, in works where the conditions render their formation practicable. We have recommended that the Ministry of Labour should prepare a summary of the experience available with reference to Works Committees, both before and during the war, including information as to any rules or reports relating to such Committees, and should issue a memorandum thereon for the guidance of employers and workpeople generally, and we understand that such a memorandum is now in course of preparation.*

10. In order to ensure uniform and common principles of action, it is essential that where National and District Industrial Councils exist the Works Committees should be in close touch with them, and the schemes for linking up Works Committees with the Councils be considered and determined by the National Councils.

11. We have considered it better not to attempt to indicate any specific form of Works Committees. Industrial establishments show such infinite variation in size, number of persons employed, multiplicity of departments, and other conditions, that the particular form of Works Committees must necessarily be adapted to the circumstances of each case. It would, therefore, be impossible to formulate any satisfactory scheme which does not provide a large measure of elasticity.

* The reference is to the present Report.

We are confident that the nature of the particular organisation necessary for the various cases will be settled without difficulty by the exercise of goodwill on both sides.

We have the honour to be, Sir,

Your obedient Servants,*

J. H. WHITLEY, *Chairman*.

F. S. BUTTON.

S. J. CHAPMAN.

G. H. CLAUGHTON.

J. R. CLYNES.

F. N. HEPWORTH.

WILFRID HILL.

J. A. HOBSON.

A. SUSAN LAWRENCE.

MAURICE LEVY.

J. J. MALLON.

THOS. R. RATCLIFFE-ELLIS.

ALLAN M. SMITH.

D. R. H. WILLIAMS.

NONA WILSON.

H. J. WILSON, }
A. GREENWOOD, }

18th October, 1917.

* Sir G. J. Carter and Mr. Smillie were unable to attend any of the meetings at which this Report was considered and they therefore do not sign it. Sir G. J. Carter has intimated that in his view, in accordance with the principles indicated in paragraphs 3, 4 and 5 of the Report, it is important that Works Committees should not deal with matters which ought to be directly dealt with by the firms concerned or their respective Associations in conjunction with the recognised representatives of the Trade Unions whose members are affected.

Appendix VII

SCHEME OF LOCAL JOINT PITS COMMITTEES.

The following scheme has recently been introduced. It is particularly interesting as an attempt to apply the ideas of the Whitney Report to part of the coal-mining industry.

JOINT COMMITTEE OF REPRESENTATIVES OF THE LANCASHIRE AND CHESHIRE COAL ASSOCIATION, AND THE LANCASHIRE AND CHESHIRE MINERS' FEDERATION.

Resolved: That the Joint Committee recommend the establishment, with the least possible delay, of Local Joint Pit Committees at the various Collieries in the two Counties, and that the functions of the Committees shall be those set out below, and that the Rules of Procedure also set out below should be adopted.

The functions exercisable by the Local Joint Pits Committees and the Rules of Procedure for the conduct of the business.

1. The Title of the Committee shall be "The Local Joints Pits Committee."

2. The Committee shall exercise the following functions:—

(a) To investigate and report to Manager cases of shortage of tubs.

(b) To investigate and report anything interfering with the possibilities of output, such as poor haulage, blocked or congested roadways.

(c) To investigate and report to Manager complaints of minimum wage and abnormal places allowances.

(d) To stimulate regular attendance and report to Manager persistent absentees.

(e) Generally to investigate and report to the Manager anything else which in their opinion is interfering with the satisfactory working of the mine.

(f) Any other functions which may from time to time be delegated to them by the Joint Committee.

3. The Committee shall consist of not less than three, nor more than five representatives of the employers, and an equal number of representatives of the workmen employed at the mine. The Manager of the mine shall be the Chairman.

4. The members of each class of representatives present shall form a quorum.

5. The respective representatives on the Committee shall each appoint one of their number to act as Secretary.

6. Meetings of the Committee shall be held once a month. Provided that a Special Meeting may be held at any time at the request of the whole of the members of either side given to the Secretary of the other side. Five days' notice to be given of any meeting, ordinary or special; and the Agenda of the business to be considered at the meeting to be submitted by the Secretaries to each member of the Board with the notice calling the meeting. No business to be transacted at any meeting other than that on the agenda. No matter shall be placed on the agenda without an opportunity having been previously given to the officials of the mine of dealing with it.

7. The proceedings of each Committee shall be taken and transcribed in duplicate books, and each book shall be signed by the two Secretaries at the meeting at which such minutes are read and confirmed. One copy of such minutes shall be kept by each of the Secretaries. The Secretaries shall also conduct the correspondence for the respective parties, and conjointly for the Committee.

8. In the event of any matter arising which the Committee cannot agree upon, and failing agreement between the Manager and the local Federation Agent, the difference shall be submitted to the Joint District Committee, whose decision shall be final.

9. Each party shall pay and defray the expenses of its own representatives and Secretary.

Dated this Eleventh day of February, 1918.

LIONEL E. PILKINGTON,

*President of the Lancashire and Cheshire Coal Association
and of the Joint Committee.*

THOMAS GREENALL,

*President of the Lancashire and Cheshire Miners' Federation,
and Vice-President of the Joint Committee.*

THOS. R. RATCLIFFE-ELLIS,

*Secretary of the Lancashire and Cheshire Coal Association,
and of the Joint Committee.*

THOMAS ASHTON,

*Secretary of the Lancashire and Cheshire Miners' Federation,
and of the Joint Committee.*

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